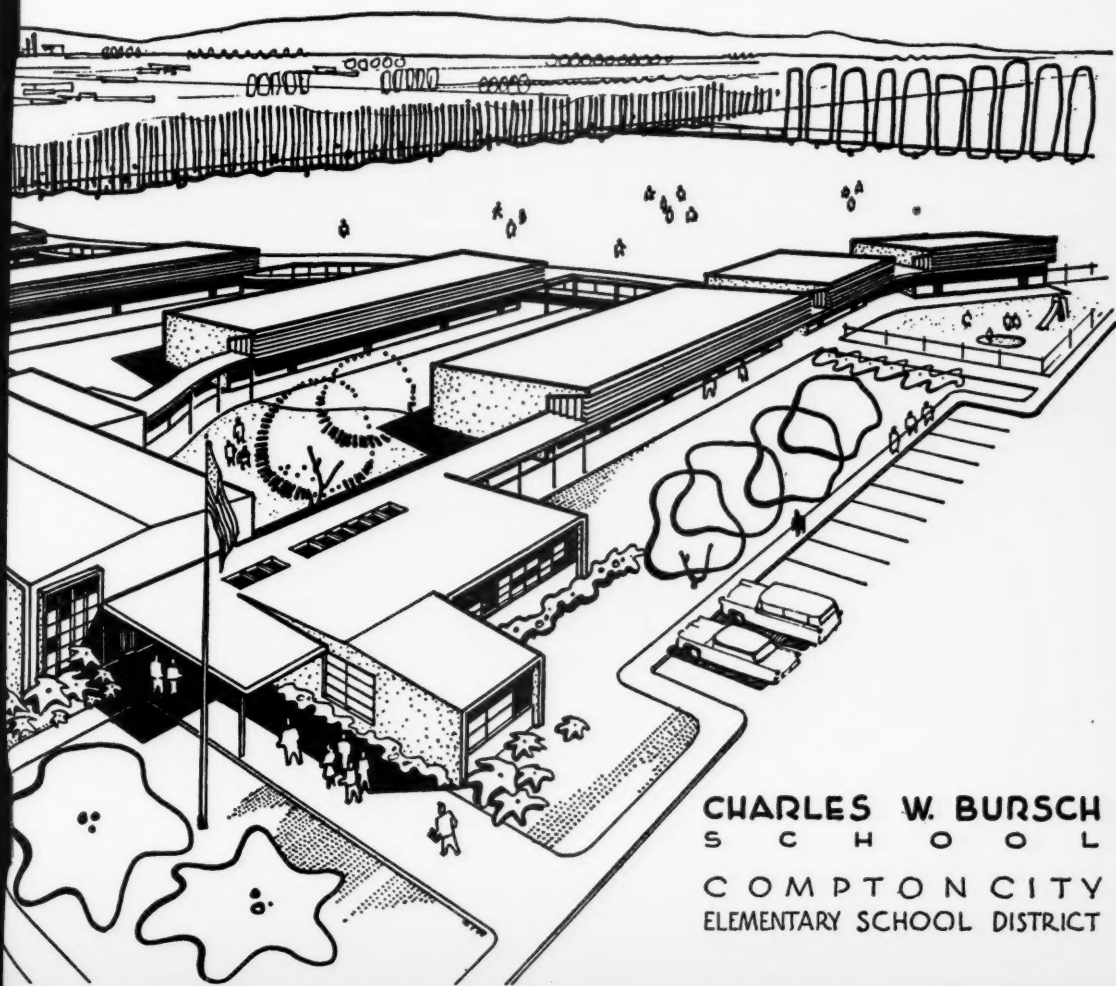


CALIFORNIA SCHOOLS



CHARLES W. BURSCH
SCHOOL
COMPTON CITY
ELEMENTARY SCHOOL DISTRICT

JUNE 1955

CALIFORNIA SCHOOLS

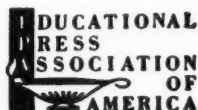
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ROY E. SIMPSON
Superintendent of Public Instruction

EDITOR
IVAN R. WATERMAN
Chief, Bureau of Textbooks and Publications

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THE COVER ILLUSTRATION is a sketch of the Charles W. Bursch School of Compton City Elementary School District in Los Angeles County, prepared by Henry L. Gogerty, the architect. "The school is a monument to Dr. Bursch—to his educational leadership, nationally recognized in the field of schoolhouse planning. The building is representative of the standards developed in California largely through the efforts of Dr. Bursch. It stands as a concomitant of good educational practice. It is simple in design. It is adaptable and useful. It has beauty and dignity and integrity. It is a place where children can live and learn."—Ardella B. Tibby, *Superintendent, Compton City Elementary School District.*

WHAT IS A GOOD ELEMENTARY SCHOOL?¹

ROY E. SIMPSON, *Superintendent of Public Instruction*

The subject on which I have been asked to speak seems, on first thought, to be a rather obvious one. This is particularly so because the elementary school administrators of California are in the process of answering this question whenever they engage in their professional responsibilities. The question "What is a good elementary school?" involves us in profound philosophical and psychological considerations, however, and must be answered in terms of the values to which a democratic people are committed.

By values we mean our goals, ideals, and objectives. These values mean more than verbal utterances to which we give lip service. They mean behavior—the ways of thinking and acting which are the subject of approval or condemnation in our society. A good elementary school, then, is one which helps children understand our basic values and translate them into day-by-day behavior.

At the outset, we would probably agree that a good elementary school helps each child to develop to his fullest capacity and helps the community it serves to be a better place in which to live. This commitment makes the school an integral part of the community—not a service to children apart from the community.

To be sure, the school is concerned with children and concerned in many different ways. The school is concerned with the growth and development of all children, with the problems every child faces in growing up. The more teachers and supervisors and school administrators know about this process of human development and the conditions which contribute to vigorous physical health and sound mental adjustment, the better will they be able to meet the needs of children.

And so, we look with great enthusiasm at the systematic programs in the field of child study that are in progress in many cities and counties of California. These studies have been going on for years, and objective evidence is now available to substantiate the results of such studies in deepened insight into the nature and needs of children and increased capacity on the part of teachers to deal constructively with the problems of children. One way to a good elementary school, then, is through a greater understanding on the part of all who deal with them of the needs of children.

The good elementary school is concerned with helping each child become a loyal democratic citizen, able and willing to participate in

¹ Address delivered at Conference of Superintendents of Elementary School Districts and Elementary School Principals, April 4, 1955, Santa Rosa, California.

the affairs of his community, his state, and his nation. Good citizenship develops day by day as children assume more and more responsibility for their activities and their behavior in the classroom, on the playground, and in the neighborhood. Good citizenship emerges as children learn to solve problems, make decisions, and accept responsibility for their choices.

To be sure, all the activities of the school day contribute to good citizenship—friendly attitudes toward teachers and schoolmates, co-operation and sportsmanship on the playground, courteous and considerate behavior in the lunchroom. In particular, however, the social studies program provides the finest opportunity for children to acquire American values through a unified program of learning experiences. Through curriculum units in the social studies, children have opportunity to build understanding and appreciation of their cultural heritage, develop ethical values, and put the skills of reading, writing, oral and written expression to functional use. Through the broad content involved in the social studies, children acquire deep and abiding interests and a genuine desire for learning.

So I am noting with deep interest the programs and plans for the in-service education of teachers in the broad curriculum areas which include these important social learnings. Cities and counties are working through grade-level meetings in which teachers of first, or third, or fifth grades have an opportunity to work together with competent consultant service in developing plans for learning experiences adapted to the particular maturity level with which the teachers deal. This procedure is not occurring in one or two school systems but is a state-wide evidence of recognition of the significant function of the school to build loyal competent American citizens.

Recently, we appointed a state-wide committee to give consideration to this important part of the school curriculum from kindergarten through junior college. The early activities of this committee indicate that there will be a thorough study of all the many component elements of a well-rounded and balanced program of instruction in social studies. The committee proposes to involve the social scientists in all the colleges and universities of California in an enterprise to make their specialized knowledge available to all of us who have responsibility for the content of public education. The committee hopes to facilitate regional conferences which will result in "grass-roots" activities in every school in the state to improve the social studies curriculum so that our children and youth will be better able to meet the problems and challenges of our complex world than our own generation seems to be. If the committee publishes a document, I am inclined to believe that it will reflect the thinking and experience of California teachers, supervisors, and administrators at the operational level. Otherwise, it will have little effect in improving practice.

Here, then, is another opportunity to help define "a good elementary school" through a carefully planned program designed to improve content, materials, and methods in the broad curriculum units around which the learning experiences of the elementary school are usually organized. Every elementary school in California can make a contribution to this project. Whether every school does it or not depends upon the interest of the person charged with responsibility for the quality of the educational program in the school, namely, the school principal or district superintendent.

A good school recognizes the differences among children which make each one a unique person. We have reason to be proud of the work that has been done in California to meet the needs of exceptional children. The people of California have made provision to meet the needs of blind and partially sighted children, of deaf and hard-of-hearing children, for children with speech problems, for physically handicapped children and mentally retarded children. School districts have made provision for emotionally maladjusted children as their resources have made it possible to secure facilities and personnel.

At this point I want to congratulate your Association for the very splendid Twenty-sixth Yearbook, *The Gifted Child in the Elementary School*. This particular yearbook will add force to the recognition which is general throughout the state of the need for improved opportunities for these children. Certain school systems are already pushing out new frontiers in knowledge of how to serve gifted children more effectively.

The State Department of Education has introduced Senate Bill 415 with a companion bill in the Assembly which will provide for a study of an educational program for gifted pupils in the public schools of California and making an appropriation of \$132,090 for it.

The differences thus recognized are the more obvious ones which are readily measurable with the instruments at our command. The next step is to meet the wide range of differences present in every classroom. Every school in California could serve as a laboratory to extend our knowledge about the way to group children for most effective instruction, about individualized instruction in reading and arithmetic, about meeting special interests in art, music, science, literature. Every school can be studying its provision for library and audio-visual materials designed to meet the wide variety of different ways children learn.

Our sympathy is aroused—and rightly so—for every child who suffers a physical, mental, or sensory handicap, and we are quick to act in response to our feelings. But we must not lump all the other children into an undifferentiated group for mass treatment. They, too, are unique personalities with wide variation in health and physical endowment, experiential background, interests, attitudes, and out-of-school opportunities. We need to be concerned with each child as a person in our good elementary school.

And so, I have watched with interest the work of groups throughout the state to define guidance in the elementary school and to put sound guidance practices into operation in our schools. Another state committee is approaching the completion of its work. This committee has been working to produce cumulative guidance records which can be used on a state-wide basis from kindergarten through junior college. Here, again, is an opportunity to bring together pertinent data about each child as he progresses through school so each professional worker can have available information on which to help plan for the welfare and progress of each girl and boy.

Of course, it is just as important to get the child *off* the card as it is to get him *on* the card. To make wise use of the information about a child is certainly more important than to record it. But systematic study has resulted in a recommended form which will make available the most important information which can be readily understood by teachers. We hope the cumulative record form will secure state-wide acceptance and be used as a basis for thoroughly sound guidance of elementary school children.

Close to these concerns, the good elementary school helps children to build a sound foundation for mental health in these perplexing times. Sound mental health cannot involve the avoidance of stresses and tensions, because these are unavoidable in our complex society. Good mental health means ability *to live with* tension and strain and have the inner resources which protect the individual personality from destruction. This means the development of skills and appreciations in music, graphic art, industrial arts, science, literature, and sports. In the pursuit of interests in any of these fields lies the best hope the individual has of maintaining the resiliency essential to meet the problems of life with a reasonable degree of serenity and endurance.

One characteristic of a good elementary school affords the administrator unusual opportunity for service. A good elementary school provides an environment conducive to learning. This means that readily accessible in the classroom or in the building are the necessary learning materials. The administrator working with the staff of the school should be seeking the best answers to questions such as these: What equipment and materials should be provided in the kindergarten? What equipment and materials will contribute to the highest teacher efficiency at each grade level? Are the library resources and organization of the school the best now known by experts in this field? Do we have available, and do we make wisest use of, audio-visual materials of instruction? In other words, improvement in a school's service to children involves looking critically at present provisions for instructional equipment and supplies and working with teachers, central office and governing boards to be sure the materials are at hand to implement the most productive learning experiences.

More technical from an instructional point of view is the service of the administrator in helping teachers arrange their classrooms to stimulate learning. How can teachers arrange the classroom to stimulate the curiosity and interest of children? These are the bases of all learning; we know from this our own experience, and our experience is reinforced by the research of psychologists.

How can we help teachers to set the stage for effective learning? How can bulletin boards be used to stimulate discussion? What materials will develop interest in science, music, art? What arrangements will stimulate children to activity, construction, manipulation, play? These are the technical aspects of supervision. The more interest the principal shows in what is going on in the classroom, the better will be the quality of instruction. The school reflects "the long shadow" of the principal to a very considerable extent.

A comprehensive answer to the question: "What is a good elementary school?" is impossible within our time limitations. The specific points that I have mentioned merit more elaboration. If the administrators of California believe that these are the significant points, they will find ways to implement them by working directly with staff members by engaging in, and encouraging teachers to engage in, systematic professional study, by wise utilization of the central office or the county office, by working with colleges and universities in their region. Operating a good school is not a one-man job. Operating a good school is a great community endeavor. The most competent administrator is not the person who feels and acts on the compulsion to do it all himself because he fears that requests for assistance may indicate weakness on his part. The most competent administrators are those who are capable of recognizing the problems, who insist that the staff participate in solving the problems, and who are intelligent and secure enough to bring all available resources to assist in solving the problems. We talk about co-operation and teamwork. The administrator has the opportunity *par excellence* to demonstrate these human relations essential to a constructive solution to school problems.

One other characteristic of a good elementary school must certainly be mentioned, although already implied in what I have said previously. A good elementary school relates itself realistically to the parents of the children. Through well-planned parent-teacher association meetings and smaller meetings of the parents of children in each classroom, parents are helped to understand the nature and needs of children of about the same age as their children. Through such meetings parents are helped to know that every good school provides experiences that (1) promote the physical health, mental development, and emotional adjustment of each child; (2) develop good American citizens; (3) help each child develop the skills of learning—reading, writing, spelling, language and mathematics; (4) And, enrich the lives of children through music, art,

science, literature, games and sports. Parents need this reassurance year after year because they are entrusting their most valuable possession to our care for four or five or six hours a day. One of the tasks on the agenda for every school administrator is to help the leaders in the local parent-teacher association to make all activities valuable learning experiences for parents.

These activities are going on in hundreds of California elementary schools. Almost every district is giving attention to the problem of reporting pupil progress to parents. School people generally seem in agreement that the individual parent-teacher conference—face-to-face contact—is the best way to create home-school understanding and co-operation. But this involves problems for the administrator in scheduling and in the in-service education of teachers in parent-teacher conferencing. The results seem well worth the effort as judged by the experience of school systems who have worked at this method for many years. The wisest administrators seem to be making the transition from the report card to the parent-teacher conference gradually and enlisting the interest and study of parents as well as teachers in the process.

As I consider the points I have endeavored to underline, it seems that education resolves itself into a series of problems to be solved. But they are all problems which are solved in behalf of boys and girls, the men and women of tomorrow. As we work to solve these problems, we are calling forth our best thinking at the highest level of motivation and making our unique contribution to the progress of America.

THREE DECADES OF CAPITAL INVESTMENT

RALPH R. BOYDEN, *Chief, Bureau of School Apportionments and Reports*

In these days of mounting demand for school facilities, it may be interesting to examine the records of the last 30 years to see what California has invested in school plants and equipment during that period. The capital outlay reported among other expenditures financed by school districts from their General Funds¹ represents only a small part of the total capital outlay for school facilities. This article presents data on the entire capital outlay expenditure of school districts compiled² from annual financial reports of county superintendents of schools. The amounts expended for capital purposes are compared with amounts expended for all other purposes for the fiscal year 1953-54. Tabulation of the amounts expended for capital outlay during each of the past 30 fiscal years reveals the great increases of the seven post-war years. The amounts expended for capital outlay by means of each of the several methods of financing such outlay are shown for the last nine fiscal years in terms of expenditure by Fund. Data on capital expenditure according to type of district and subordinate class of expenditure are included, as well as data regarding long-term debt incurred for capital outlay purposes.

The handling of school district money in accordance with California law requires at least nine different funds. These nine funds are named in the Education Code. The Code further provides that income from certain sources shall be deposited in specified funds and be expended for restricted purposes.

Each school district has a General Fund. This Fund receives income from local taxes, apportionments from the State School Fund, and income from other sources not required to be placed in one of the named special Funds. The General Fund of each district may be employed for any lawful purpose, subject only to certain restrictions relating to minimum or maximum amounts for specified purposes. The General Fund is used by many districts to finance capital outlay expenditures of considerable magnitude. In addition, school districts employ a Building Fund for the handling of moneys derived from the sale of bonds. Bond moneys deposited in the Building Fund are usually available for expenditure for the acquisition or construction of buildings and also for land, improvement of grounds, and purchase of permanent furniture

¹ The most recently published summary of these expenditures is "General Fund Expenditures of California School Districts for the Fiscal Years 1952-53 and 1953-54," by Ralph R. Boyden, in *California Schools*, XXVI (March, 1955), 100-109. Similar reports for the four preceding fiscal years have appeared in this publication as follows: for 1951-52 and 1952-53, XXV (March, 1954), 126-34; for 1950-51 and 1951-52, XXIV (June, 1953), 244-60; for 1949-50 and 1950-51, XXIII (May, 1952), 193-207; and for 1947-48, 1948-49, and 1949-50, XXII (May, 1951), 169-76.

² Data for this article were compiled by Mrs. Dorothy Kirschman, Accounting Technician.

and equipment for school buildings. Some school districts also employ Special Accumulative Building Funds for the accumulation of portions of current income, over a period of not to exceed five fiscal years, for building or other capital outlay projects.

The critical problem of financing adequate plant facilities among California school districts since World War II has led to the provision of state aid for school building and related purposes.^{2a} The law provides that state aid for these purposes shall be handled through one of three special funds to be maintained by the districts receiving such aid.

School districts also maintain Cafeteria Funds in county treasuries; or, subject to certain restrictions, they maintain Cafeteria Accounts in local banks for handling receipts and expenditures for school lunch programs. Similarly, Child Care Center Funds are maintained in those relatively few school districts which maintain child care centers for the care of certain children during the hours of employment of the parents. Bond Interest and Redemption Funds are maintained by county auditors for each school district which has outstanding bonded indebtedness to provide for the collection of taxes and the payment of bond interest and principal amounts when due.

General Fund expenditures of California school districts for the fiscal year 1953-54 exceeded \$737,000,000. Expenditures from the other eight Funds amounted to nearly one-half of the amount of the General Fund expenditures and brought the grand total to a figure in excess of \$1,026,000,000. A tabular summary showing total expenditures by Fund and by class of expenditure is presented in Table I.

Table I gives emphasis to classification of expenditure by character. The character classification of expenditure is employed to distinguish, primarily, between those expenditures designed to provide services or benefits for the current fiscal year, known as current expense,³ and those designed to provide physical facilities of enduring value, the benefits of which are expected to last for a considerable number of years, known as capital outlay. As previously indicated, capital outlay includes expenditures for land, for the acquisition of enlargement of school sites, for permanent improvement of grounds, for purchase, construction, and addition to buildings, and for the acquisition of additional equipment of a permanent nature other than for replacement.⁴ General Fund

^{2a} State aid for school building purposes is treated in an article by E. Maxwell Benton, "State School Housing Aids," *The Tax Digest*, XXXII (September, 1954), 298-99, 320-25, which gives details by county. Details by school district, according to calendar years since 1948, are included in the annual "Report of Activities [of the] Local Allocation Division," which is prepared in mimeographed form for presentation by the State Department of Finance to the members of the State Legislature and is available in the larger public libraries.

³ Current expense as shown in Table I includes expenditure classes 1 through 9. Classes 1 through 7 are known as Current Expense of Education. Attention is usually directed to General Fund Current Expense of Education totals, especially in connection with percentage distribution of expenses and expenses per unit of average daily attendance.

⁴ *The California School Accounting Manual*, Bulletin of the California State Department of Education, Vol. XX, No. 2, (March, 1951), (revised edition), pp. 35-38, includes a definition of capital outlay, lists of items included and items excluded, as well as general information and a treatment of the subordinate classes of this major class.

TABLE 1
SUMMARY OF EXPENDITURES OF CALIFORNIA SCHOOL DISTRICTS FOR ALL PURPOSES AND
FROM ALL FUNDS FOR THE FISCAL YEAR 1953-54¹

Class of expenditure	General Funds ²	Bond Interest and Redemption Funds ³	Building Fund	Special Accumulative Building Fund	State Aided School Building Funds ⁴	Cafeteria Fund or Cafeteria Account	Child Care Center Fund	Total
1	2	3	4	5	6	7	8	9
1—ADMINISTRATION	\$27,060,875.54	----	----	----	----	----	----	\$27,060,875.54
2—INSTRUCTION	485,574,050.53	----	----	----	----	----	----	485,574,050.53
3—AUXILIARY SERVICES	13,578,770.46	----	----	----	----	----	----	13,578,770.46
4—OPERATION OF SCHOOL PLANT	66,602,757.04	----	----	----	----	----	----	66,602,757.04
5—MAINTENANCE OF SCHOOL PLANT	30,201,542.70	----	----	----	----	----	----	30,201,542.70
6—FIXED CHARGES	32,234,295.94	----	----	----	----	----	----	32,234,295.94
7—TRANSPORTATION OF PUPILS	19,344,559.01	----	\$563,320.56	----	\$18,898.53	\$125,673.58	\$64,192.55	50,215,221.19
8—FOOD SERVICE	3,347,497.43	----	17,924.08	----	8,521.97	----	----	19,344,559.01
9—COMMUNITY SERVICES	4,581,420.47	----	----	----	----	36,035,696.32	6,638,445.92	39,383,193.75
Total Current Expense	\$682,525,769.12	\$17,764,613.07	\$581,244.64	----	\$27,420.50	\$36,161,369.90	\$6,702,638.47	\$743,763,055.70
10—CAPITAL OUTLAY	55,192,415.88	----	169,029,109.05	\$3,670,389.91	54,680,407.89	----	62,988.55	282,635,311.28
Total Expenditures	\$737,718,185.00	\$17,764,613.07	\$169,610,353.69	\$3,670,389.91	\$54,707,828.39	\$36,161,369.90	\$6,765,627.02	\$1,026,398,366.98

¹ Interdistrict and interfund transfers are not included.

² The total expenditures of General Funds do not include the total of \$4,025,958.27 of repayments to the State of California on account of State "apportionments" for building purposes. No distribution of these repayments into the portion applicable to interest (an expense) and the portion applicable to principal (not an expenditure) is available at this time.

³ The amount of \$17,764,613.07 consists of payments of interest on outstanding bonded indebtedness. In addition, \$43,869,555.00 was paid to redeem bonds. Debt redemption, a reduction of long-term liability, is not classified as an expenditure.

⁴ Includes expenditures of Emergency School Building Fund, Public School Building Fund and State School Building Fund.

capital outlay expenditures of all California school districts for the fiscal year 1953-54 are shown to have exceeded \$55,000,000. Building Fund expenditures for capital outlays, for those districts which employed Building Funds, amounted to the much larger total of more than \$169,000,000. Expenditures for capital outlay from the three special Funds maintained by state aided school districts amounted to almost \$55,000,000. The total capital outlay expenditures of all California school districts from all Funds exceeded \$282,000,000. This amount represents 27.5 per cent of the grand total of expenditures from all Funds.⁵ The total capital outlay amounts to an average expenditure for the fiscal year for each of the approximately 2,200,000 units of average daily attendance of \$128.27. This average unit expenditure may

⁵ The percentage relationship of capital outlay to total expenditure has not been compiled for the entire 30-year period. It has varied greatly since the total of capital outlay has changed sharply from year to year as revealed by Table 2. The percentages for the past seven fiscal years were: 1947-48, 20.1 per cent; 1948-49, 28.3 per cent; 1949-50, 29.2 per cent; 1950-51, 28.7 per cent; 1951-52, 30.1 per cent; 1952-53, 31.6 per cent; and 1953-54, 27.5 per cent.

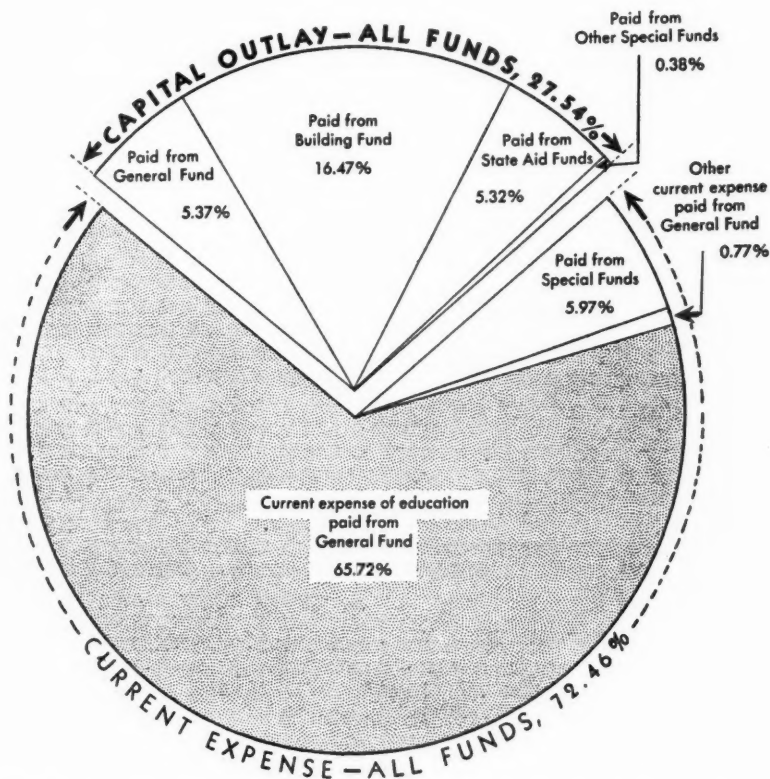


FIGURE A. Distribution of total expenditures of all school districts from all funds for the fiscal year 1953-54.

be compared with the \$306.16 expended per unit of a.d.a during the same fiscal year from General Funds for the seven current expense classes known as current expense for education.⁶ The relationship of current expense to capital outlay, and the sources of finance for capital outlay are portrayed in Figure A.

Capital outlay expenditures for the fiscal year 1953-54 from the seven Funds exceeded \$282,000,000. The total for the previous fiscal year nearly reached \$300,000,000 and large totals have been reported for every one of the past seven fiscal years. During the years of World War II these expenditures were at a low level; the lowest point was reached in 1943-44. The influence of the depression during the mid-thirties upon school district expenditures for capital purposes is clearly revealed in the amounts reported. The low year in this period is 1933-34. Table 2 summarizes the total expenditures of California school districts for capital outlay purposes from all Funds for each of the past 30 fiscal years from 1924-25 through 1953-54. Figure B shows graphically the variation in annual totals of capital outlays during the 30 years.

⁶ "General Fund Expenditures of California School Districts for the Fiscal Years 1952-53 and 1953-54," *California Schools*, XXVI (March, 1955), 100-109.

TABLE 2

SUMMARY OF CAPITAL OUTLAY EXPENDITURES OF ALL
CALIFORNIA SCHOOL DISTRICTS FROM ALL FUNDS FOR
THE FISCAL YEARS 1924-25 THROUGH 1953-54

Part A, for the Fiscal Years 1924-25 Through 1944-45

Fiscal Year	Total
1	2
1924-25.....	\$36,874,276.00
1925-26.....	41,662,124.26
1926-27.....	39,064,977.21
1927-28.....	33,897,032.31
1928-29.....	24,896,836.60
1929-30.....	26,054,211.20
1930-31.....	24,176,338.13
1931-32.....	16,115,211.67
1932-33.....	7,939,665.33
1933-34.....	6,877,280.15
1934-35.....	16,201,841.10
1935-36.....	28,471,501.75
1936-37.....	38,605,005.80
1937-38.....	23,698,797.56
1938-39.....	32,943,961.23
1939-40.....	27,858,241.99
1940-41.....	20,288,080.95
1941-42.....	16,990,354.27
1942-43.....	7,021,835.04
1943-44.....	5,080,634.72
1944-45.....	8,673,790.00
21-Year Total.....	\$483,391,997.27

The older reports did not show a segregation of expenditures by Fund as has been required more recently. For this reason, amounts are shown in Column 2 of Table 2, Part A, for the fiscal years prior to 1945-46 without classification by Fund. Beginning with the fiscal year 1945-46, an analysis by Fund has been made, which appears in Table 2, Part B. For the year 1945-46 General Fund capital outlays exceeded \$13,000,000; Building Fund outlays financed by the sale of bonds were less than \$3,000,000 and outlays from Special Accumulative Building Funds were slightly less than \$1,000,000. These amounts are shown in Columns 2, 3, and 4, respectively.

The entry of state aid into the finance of capital outlay programs of school districts under three distinct legislative authorizations is revealed by the first entries in Columns 5, 6, and 7 of Table 2, Part B. The

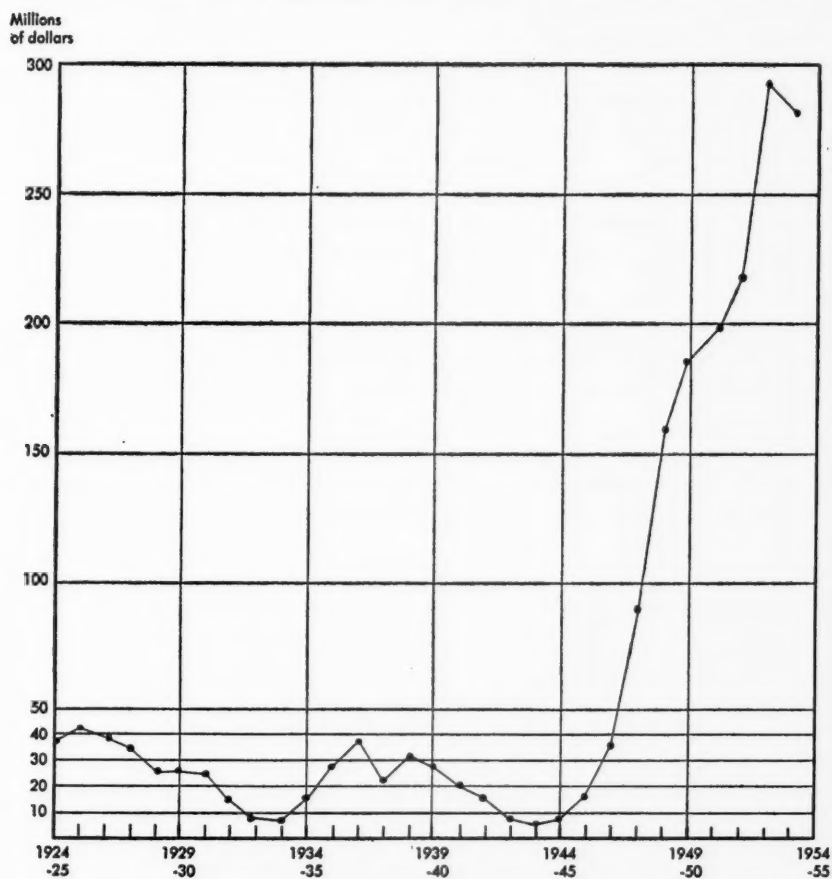


FIGURE B. Capital Outlay Expenditures of all school districts from all funds for each of the thirty fiscal years, 1924-25 through 1953-54.

Legislature appropriated a net total of \$55,000,000, in two separate appropriations, for state aid to "impoverished" school districts through Emergency School Building Funds. The first expenditures by districts from that Fund occurred in the fiscal year 1947-48 as shown in Column 5. A state bond issue of \$250,000,000 authorized by Constitutional amendment at the general election of November 8, 1949, provided the money for state apportionments to school districts to be handled through the Public School Building Fund. These apportionments have been allowed to school districts which have exhausted normal local resources for the financing of capital outlays. The apportionments have been made only upon the basis of formal acceptance by vote of the electors. A further condition of the apportionment has been the acceptance of responsibility to make a repayment to the state of such amount, over a limited period of time (in most cases 30 years), as the financial condition of the district will permit in terms of formulas contained in the statutes. The first expenditures from Public School Building Funds were reported for the fiscal year 1950-51 as shown in Column 6. A similar but more recent program has developed, to be handled through State School Building Funds. An initial bond issue of \$185,000,000 was approved at the election on November 4, 1952. This has been augmented by a second bond issue of \$100,000,000 on November 2, 1954. The first capital outlay expenditures from State School Building Funds were reported in the fiscal year 1952-53, Column 7, but only in a very small amount; not until 1953-54 did the reported expenditure become a figure of consequence.

The total of capital outlay expenditures is shown for each of the past 30 fiscal years. In addition, the capital outlay from each of the legally authorized funds for the past nine fiscal years is shown by entries in Columns 2 through 9 of Table 2, Part B, as appropriate. The variation in capital outlay totals from year to year is revealed by inspection of the total entries and is portrayed also by Figure B. The 30-year total of capital outlay expenditures from all funds is nearly \$2,000,000,000. This represents the investment of public funds in public school plant facilities for the 30-year period. It does not take into consideration investment in prior years nor such factors as loss of value through demolition of old buildings or improvements, losses from fire, earthquake, etc., losses from depreciation or obsolescence, or increases in dollar value of land in accordance with present-day market values or of buildings in terms of higher building costs.

Total capital outlay expenditures for the past nine fiscal years from each Fund are shown at the end of Table 2, Part B. These totals are indicative of the relative importance of the several methods of financing capital plant expansions. Caution should be exercised, however, in the use of these data. For example, school districts have been required to transfer available local funds into state-aided capital outlay Funds. Transfers from local Building (bond) Funds and, probably to a lesser

degree, from General Funds and Special Accumulative Building Funds to Emergency School Building Funds have augmented state aid of approximately \$55,000,000 sufficiently to permit the present showing of a nine-year total of expenditures of more than \$64,000,000 from the Emergency School Building Funds. Similar transfers are made to the two other state-aided building Funds.

The Emergency School Building Fund program is nearly completed. The Public School Building Fund program reached a peak of expenditure exceeding \$100,000,000 in 1952-53 and dropped to about \$40,000,000 in 1953-54. Although further rapid decline may be assumed, it seems likely that the present cumulative total of expenditures, \$247,000,000, will grow to more than the approximate \$250,000,000 provided by state bond issue. The final total, in the next few years, will include, according to present fiscal patterns, a considerable amount financed by local tax or bond issue sources.

Column 3 of Table 2, Part B, shows capital outlay expenditures from Building Funds for each of the past nine fiscal years, and a total for the nine-year period in excess of \$811,000,000. This figure represents capital outlay financed by long-term borrowing through the sale of school district bonds. However, as previously indicated, some bond money, deposited initially in district building funds, has been transferred to state-aided Building Funds. Furthermore, Building Funds have received income from some sources other than the sale of bonds. Federal subventions have generally been handled through Building Funds. Complete data for the nine-year period are not available. Federal subvention income of Building Funds for the fiscal year 1953-54 was reported in the total sum of \$14,604,776.29. Most of this total sum was received upon application by school districts for assistance under the provisions of Public Law 815, a Federal statute⁷ which has made available Federal aid for school facilities for school districts affected by activities of the Federal Government, during the past four fiscal years.

Average daily attendance in the public schools⁸ during the fiscal year 1924-25 was slightly more than 752,000. In 1953-54, it exceeded 2,208,000, nearly three times the figure of 30 years ago. Total average daily attendance for each of the 30 years with amount and per cent of increase or decrease from the preceding fiscal year is listed in Table 3. Capital outlay expenditures are planned and made to a large extent, and subject to the availability of funds and the delays usually incident in

⁷ Public Law 815, 81st Congress, now amended by Public Law 246. The 4th Annual Report of the Commissioner of Education, June 30, 1954, entitled *Administration of Public Laws 814 and 815*, issued by the Office of Education of the U. S. Department of Health, Education, and Welfare (178 pages), may be obtained from the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C., for \$1.00.

⁸ Average daily attendance credited to county school service funds and county school tuition funds, never amounting to more than a minor fraction of one per cent of the state total, has not been excluded. Data representing expenditures per unit of average daily attendance for the fiscal year 1953-54 have been computed by employing the divisor of 2,203,398, which is the state total of average daily attendance credited to school districts.

construction projects, for the anticipated future increases in pupil enrollments. For this reason, capital outlay per unit of average daily attendance is not shown in Table 2 or Table 3.

TABLE 3
TOTAL AVERAGE DAILY ATTENDANCE ALL LEVELS OF
CALIFORNIA SCHOOL DISTRICTS FOR THE FISCAL YEARS
1924-25 THROUGH 1953-54

Fiscal Year	Average Daily Attendance for All Levels		
	Total	Amount of Change From Preceding Fiscal Year	
		Amount	Per Cent
1	2	3	4
1924-25.....	752,386	43,350	6.11
1925-26.....	781,684	29,298	3.89
1926-27.....	820,647	38,963	4.98
1927-28.....	874,109	53,462	6.51
1928-29.....	907,605	33,496	3.83
1929-30.....	941,741	34,136	3.76
1930-31.....	977,317	35,576	3.78
1931-32.....	1,005,658	28,341	2.90
1932-33.....	1,022,909	17,251	1.72
1933-34.....	1,032,520	9,611	0.94
1934-35.....	1,012,200	*20,320	*1.97
1935-36.....	1,020,954	8,754	0.86
1936-37.....	1,048,260	27,306	2.67
1937-38.....	1,076,381	28,121	2.68
1938-39.....	1,101,101	24,720	2.30
1939-40.....	1,108,384	7,283	0.66
1940-41.....	1,123,281	14,897	1.34
1941-42.....	1,137,673	14,392	1.28
1942-43.....	1,090,014	*47,659	*4.19
1943-44.....	1,134,286	44,272	4.06
1944-45.....	1,166,108	31,822	2.81
1945-46.....	1,244,535	78,427	6.73
1946-47.....	1,433,655	189,120	15.20
1947-48.....	1,521,031	87,376	6.09
1948-49.....	1,616,847	95,816	6.30
1949-50.....	1,718,267	101,420	6.27
1950-51.....	1,783,637	65,370	3.80
1951-52.....	1,904,926	121,289	6.80
1952-53.....	2,037,169	132,243	6.94
1953-54.....	2,208,396	171,227	8.41

* Decrease.

Expenditures, including capital outlay expenditures, are reported, and have been summarized in terms of state totals, for four types of school districts. Capital outlays of elementary school districts include expenditures for additional physical facilities for kindergartens and elementary schools, that is for pupils in the grade spans K-6, K-8, 1-6, or 1-8, according to school organization patterns employed in various areas. Capital outlay of high school districts is for high school facilities of all kinds,

including junior, senior, and four-year high schools, as well as, in some cases, for junior colleges maintained by high school districts. The possible grade spans for high school districts include 7-10, 7-12, 7-14, 9-12, and 9-14. Junior college districts sometimes maintain four-year junior colleges, and therefore capital outlay of such districts includes to a minor degree provision of facilities for the grade span 11-14 as well as the more common span of 13-14. Unified school districts maintain both elementary schools and high schools and, in some cases, junior colleges. The possible grade spans include K-12, K-14, 1-12, and 1-14. Analysis of expenditures by level in the case of unified school districts is not required nor reported. Separate reporting for unified school districts has been secured for the past nine fiscal years, beginning with the fiscal year 1945-46. An analysis of capital outlay expenditures from all Funds, by type of district, for each of the past 30 fiscal years is presented in Table 4.

TABLE 4

**TOTAL CAPITAL OUTLAY EXPENDITURES OF CALIFORNIA SCHOOL DISTRICTS
BY LEVEL FOR THE FISCAL YEARS 1924-25 THROUGH 1953-54**

Fiscal Year	Elementary School Districts	High School Districts	Junior College Districts	Unified School Districts	Grand total
1	2	3	4	5	6
1924-25-----	\$18,394,651.65	\$18,317,390.11	\$162,234.24	----	\$36,874,276.00
1925-26-----	22,563,146.29	18,533,231.09	565,746.88	----	41,662,124.26
1926-27-----	20,313,164.22	18,140,809.51	611,003.48	----	39,064,977.21
1927-28-----	14,980,478.02	18,184,962.07	731,592.22	----	33,897,032.31
1928-29-----	11,869,819.81	12,723,295.11	303,721.68	----	24,896,836.60
1929-30-----	11,494,163.62	14,330,858.32	229,189.26	----	26,054,211.20
1930-31-----	9,484,954.15	14,310,290.47	381,093.51	----	24,176,338.13
1931-32-----	6,651,419.06	8,352,781.17	1,111,011.44	----	16,115,211.67
1932-33-----	3,238,013.48	4,130,648.49	571,003.36	----	7,939,665.33
1933-34-----	2,873,957.66	3,403,038.12	600,284.37	----	6,877,280.15
1934-35-----	8,583,395.08	6,789,496.48	828,949.54	----	16,201,841.10
1935-36-----	13,832,576.60	13,717,786.09	921,139.06	----	28,471,501.75
1936-37-----	18,090,673.44	18,843,591.33	1,670,741.03	----	38,605,005.80
1937-38-----	10,239,113.04	12,812,356.58	647,327.94	----	23,698,797.56
1938-39-----	13,103,311.91	18,834,057.23	1,006,592.09	----	32,943,961.23
1939-40-----	9,589,224.54	17,370,300.75	898,716.70	----	27,858,241.99
1940-41-----	8,367,945.32	11,367,124.24	553,011.39	----	20,288,080.95
1941-42-----	7,906,519.26	8,562,980.80	520,854.21	----	16,990,354.27
1942-43-----	3,233,787.21	3,529,398.29	258,649.54	----	7,021,835.04
1943-44-----	2,497,324.28	2,156,998.95	426,311.49	----	5,080,634.72
1944-45-----	4,973,093.49	3,281,772.69	418,923.82	----	8,673,790.00
1945-46-----	7,429,220.25	4,335,919.10	626,235.77	\$4,356,014.28	16,747,389.40
1946-47-----	18,510,592.73	9,228,844.46	1,374,461.38	6,531,685.12	35,645,583.69
1947-48-----	44,231,771.46	23,466,012.55	4,588,968.17	14,714,179.15	87,000,931.33
1948-49-----	82,163,974.44	40,577,569.40	7,000,472.14	28,978,532.68	158,720,548.66
1949-50-----	82,880,048.26	52,269,866.98	9,067,787.93	40,656,970.10	184,874,673.27
1950-51-----	84,926,404.78	55,609,847.07	11,355,301.10	47,513,327.51	199,404,880.46
1951-52-----	122,601,024.44	49,920,436.46	6,108,127.03	61,006,260.13	239,635,848.06
1952-53-----	147,807,067.75	66,786,924.23	6,857,942.97	70,591,018.70	292,042,953.65
1953-54-----	120,369,847.20	86,768,170.04	6,107,336.63	69,389,957.41	282,635,311.28
30-Year Total	\$933,200,683.44	\$636,656,758.18	\$66,504,730.37	\$343,737,945.08	\$1,980,100,117.07

The *California School Accounting Manual* recommends that expenditure class 10—Capital Outlay be divided for local accounting records into four subordinate classes: 10 a—Land, 10 b—Improvement of Grounds, 10 c—Buildings, and 10 d—Equipment. Through the co-operation of local officials, annual report data have been secured recently in terms of these four subordinate classes. Table 5 shows the total amount of Capital Outlay expenditures of all districts from all Funds for the fiscal year 1953-54 for each of these subordinate classes, together with the per cent of total for each one.

TABLE 5
ANALYSIS OF CAPITAL OUTLAY EXPENDITURES OF ALL CALIFORNIA SCHOOL DISTRICTS FROM ALL FUNDS BY SUBORDINATE CLASSES FOR THE FISCAL YEAR 1953-54

Classification		Amount	Per Cent of total
1		2	3
10a	Land.....	\$16,506,140.81	5.9
10b	Improvement of Ground.....	15,324,194.44	5.4
10c	Building.....	221,698,769.84	78.4
10d	Equipment.....	29,106,206.19	10.3
Total.....		\$282,635,311.28	100.0

A school district may not lawfully incur an obligation unless funds have been provided in advance. In the case of contracts for the construction of school buildings, payments are usually made to the contractor once a month for the amount (or a percentage of the amount) of the work completed during the previous month. The period of construction may extend over a number of months, including portions of different fiscal years. Standard reporting practice for California school districts requires the reporting of the *liability* for work performed for which payment has not been made—but does not call for a reporting of *encumbrances*, the portion of a construction contract remaining to be performed by the contractor.

It may be considered necessary and normal that school district reports should show relatively large balances in Funds intended for capital outlay use: 1) because of the necessity of providing funds in advance of making commitments; and 2) because the reporting procedure does not disclose the extent of commitments which have not fully accrued as liabilities. The net ending balances of all districts as of June 30, 1954, are shown in Table 6, by Fund.

The Education Code of California, in accordance with basic authority in the Constitution, permits school districts by two-thirds vote of the electors to issue bonds for periods not in excess of 25 years and at

TABLE 6
NET ENDING BALANCES OF FUNDS IN-
TENDED PRIMARILY FOR CAPITAL OUTLAY
PURPOSES OF ALL CALIFORNIA SCHOOL
DISTRICTS AS OF JUNE 30, 1954

Fund	Amount
1	2
Building Fund.....	\$157,521,750.10
Special Accumulative Building Fund.....	7,676,645.23
Emergency School Building Fund.....	171,307.51
Public School Building Fund.....	3,078,444.73
State School Building Fund.....	12,253,922.92
Total.....	\$180,702,070.49

interest rates not exceeding 5 per cent. Long-term borrowing by the issuance of bonds is restricted (with minor exceptions) to use for capital outlay purposes.

Bonds may be issued to a total amount of 5 per cent of the assessed valuation of taxable property in the district. This limit is called the Bonding Capacity of the district. Many districts have bonded themselves to the limit. Others, having relatively greater taxable wealth or lesser need for capital outlay funds, have used none or relatively small portions of their bonding capacity. Table 7 shows, by type of district, the assessed valuation, bonding capacity, outstanding bonded indebtedness, and unused bonding capacity of all districts.

TABLE 7
ASSESSED VALUATION, BONDING CAPACITY, OUTSTANDING BONDED
INDEBTEDNESS, AND UNUSED BONDING CAPACITY OF ALL CALIFORNIA
SCHOOL DISTRICTS BY TYPE OF DISTRICT AS OF JUNE 30, 1954

Type of District	Assessed Valuation 1953-54	Bonding Capacity	Outstanding Bonded Indebtedness June 30, 1954		Unused Bonding Capacity	
			Amount	Per cent of Bonding Capacity	Amount	Per cent of Bonding Capacity
1	2	3	4	5	6	7
Elementary.....	\$11,706,559,229	\$585,327,961	\$274,152,281	46.84	\$311,175,680	53.16
High School.....	11,582,349,854	655,746,408	257,676,238	39.30	398,070,170	60.70
Junior College ..	6,601,478,864	330,073,943	11,905,000	3.61	318,168,943	96.39
Unified.....	5,462,378,783	725,620,427	300,299,911	41.39	425,320,516	58.61
Total.....	XXXXXX	\$2,296,768,739	\$844,033,430	36.75	\$1,452,735,309	63.25

High school districts which maintain junior colleges, having an aggregate assessed valuation of \$1,532,578,301, may bond to 10 per cent of their assessed valuation. Unified school districts which maintain elementary schools and high schools, with a total assessed valuation of \$2,304,256,307, are permitted to bond to 10 per cent; unified school districts which also maintain junior colleges, with a total assessed valuation of \$3,158,122,476, are permitted to bond to 15 per cent.

School districts which apply for, and receive, state aid for school plant purposes through the Public School Building Fund or the State School Building Fund assume a liability for making repayment to the State of California in accordance with their ability over a period of years as determined by formulas set forth in the law. The potential liabilities of this nature, not included in Table 7, reported for all districts as of June 30, 1954, were: (1) on account of Public School Building Fund apportionments, \$225,160,844.86; and (2) on account of State School Building Fund apportionments, \$12,056,950.19.

SUMMER SCHOOL PROGRAMS IN ELEMENTARY SCHOOL DISTRICTS IN CALIFORNIA

BERNARD J. LONSDALE, *Consultant in Elementary Education*

When the first public school in California opened in San Francisco in 1850, the length of the school year was 60 days. Periodic changes in legislation over the years have extended the length of the school year. Legislation enacted in 1953 requires a minimum of 175 days to be taught in regular day classes in order for a school district to qualify for state funds. This extension of the school year provides tangible evidence of the way in which schools change to meet the needs of a dynamic society. As the functions and purposes of public schools in a democracy become more clearly defined, the necessity for lengthening the school year becomes increasingly apparent. Little reason exists to believe that the length of the school year will remain as fixed by the Legislature in 1953. Every reason exists to believe that the length of the school year will continue to be extended to serve the purposes for which public schools are maintained.

Educators are cognizant of the fact that education is a continuous process and that learning is taking place as long as the individual derives meanings from his experiences. The direction of the individual's growth is affected by the many factors that make up the environment in which he develops. Society recognizes the school as one of the important factors in the growth and development of children and youth. Education of children and youth for citizenship in a democratic society requires the guidance of adults in planning and providing experiences in environments conducive to wholesome growth and development. Educators are concerned with all the factors which either implement or negate the purposes of the school. They provide leadership in bringing together the various groups in the community that are planning and providing wholesome educative experiences for children and youth. They seek better ways in which the school can meet the needs of the community it is serving.

The technological and social changes which have occurred in recent years have affected family life and group living. They have resulted in problems which make it necessary for the school to plan and to provide more of the educative experiences for children and youth than it was necessary to provide in former years. When the functions of the schools were extremely limited, 60 days during the year were probably sufficient to accomplish the task to be done. As the functions of the schools have broadened and the insights of educators and community leaders into the growth and development of children and youth have deepened,

many educators and community leaders are beginning to raise questions regarding the school's responsibility for the education of children throughout the year.

Particular findings from research in child growth and development, experiences of educators and community leaders in working with children and youth, and observable changes in patterns of living point to the need for planning continuous educative experiences for children and youth. Among these are the following:

Children and youth are learning throughout the year. What they are learning depends upon the kinds of experiences they are having in their particular environments.

Children and youth need the continuous guidance of adults who have a knowledge of the characteristics of growth and development and the skill to plan experiences which contribute to wholesome development.

In many families both the father and mother are wage earners and spend a large portion of the day away from home. Children are left to their own resources or to neighborhood arrangements when they are not in school.

In urban areas play spaces for children and youth are extremely limited except for the facilities provided by the school.

Few homes in urban areas provide adequate play space or opportunity for children to pursue special interests in such activities as art, music, sports, crafts, and science.

In former years the work of children and youth living in rural areas was essential to the economy of the family. School terms were planned in relation to the work of children and youth on the farms. Because of technological changes which have affected farm life, children and youth in many rural areas are not needed to supplement the labor force and are left to their own resources without any organized service to guide them into worth-while activities.

Most parents need help in guiding the out-of-school play and work of their children in providing constructive and interesting activities into which the children may channel their energies.

The trend in business and industry is to space vacation periods throughout the year, with the result that the summer months are no longer thought of as vacation months.

Communities are making large investments in school buildings and grounds to make facilities available which can be used as many hours of the day and days of the year as are necessary to meet the needs of the community.

The regular school year in California as prescribed by law is at least 175 days in length. A number of school districts extend the minimum school year of 175 days of teaching by an addition of 1 to 5 days. Provision for elementary school districts to maintain summer schools in addition to the regular school program is made in the Education Code and the California Administrative Code.¹ Such summer classes may be established by the governing board of an elementary school district. Approval of the proposed program by the Superintendent of Public

¹ Education Code Section 8952, as amended, 1953. California Administrative Code, Title 5, Sections 116, 116.1, 117.

Instruction, in writing, is required before summer classes are commenced.²

Summer classes must be operated for not less than one hour per day five days per week and for not less than four consecutive weeks. Attendance may not be counted in subject areas other than those which constitute the regular program of the elementary school.³ Attendance may be counted for more than one hour a day only in certain of these subject areas specified in the regulation of the State Board of Education,⁴ namely: reading, writing, language study, spelling, arithmetic and civics. An example may help to clarify the application of the rules and facilitate the preparation of requests for approval of summer schools. Only one hour of "related activities" within a subject area may be counted for apportionment purposes. For instance, swimming and games are generally classified as physical education. One hour of credit may be claimed for these and other physical activities. Under the heading, "Program of studies," on the application form, the courses are to be listed and the length of the class session indicated, for example:

<i>Name of course</i>	<i>Length of class session</i>	<i>Opening date</i>	<i>Closing date</i>
Language Study	90 minutes	6/28/54	8/6/54
California History	60 minutes	6/28/54	8/6/54
Physical Education:	60 minutes	6/28/54	8/6/54
Swimming			
Baseball			

GROWTH OF SUMMER SCHOOLS

In the past a number of elementary school districts in California maintained summer schools for elementary school children under a variety of arrangements. Some districts operated programs with the help of state funds made available by earlier legislation which was related to special day and evening classes. Frequently, school districts co-operated with local recreation departments which financed the program. Since state funds have become available for summer schools, the number of elementary school districts providing these programs has increased noticeably. In 1954, approvals of requests for authority to maintain summer schools were granted by the Superintendent of Public Instruction to 109 elementary school districts.

VARIETY OF PROGRAMS OFFERED

An examination of the proposed programs of studies which 109 elementary school districts submitted for approval in 1954 indicates that the large majority included classes in subjects for which attendance

² Form A-5-E for requesting this approval may be secured by writing to the office of the county superintendent of schools or to the California State Department of Education, Bureau of Adult Education, Sacramento 14.

³ Education Code Section 10302.

⁴ California Administrative Code, Title 5, Section 116.1.

could be counted for more than one hour per day. Of the 109 programs, 91 included one or more such subjects.

The following subjects in which attendance could be counted for only one hour per day were offered in the number of programs indicated:

<i>Subjects</i>	<i>Programs</i>
Physical education (including Swimming, 12; Folk Dancing and Rhythms, 4).....	37
Music (vocal, instrumental, band, or combinations).....	24
Arts and Crafts (including Ceramics, 1; Photography, 1).....	21
Dramatics	3

Ten of the 109 programs were devoted entirely to classes in music, the majority of which were in band instruction. Three programs offered swimming only. Two programs offered swimming and music, and one program offered music and arts and crafts. These programs received state support for the average daily attendance in these classes for one hour a day, although the classes in most instances were not limited to one hour. Funds from other sources were used to continue the classes for added periods of the day. The majority of the summer schools were for a six-week period. The programs were housed in elementary schools of the district. Community facilities, such as swimming pools, were also used. Classes were held during the morning and in the majority of cases for a three-hour period. Teachers on the regular staff were employed for the four- or six-week session.

The following description provided by a superintendent of an elementary school district illustrates some of the details of the planning and the characteristics of one type of summer elementary school program.

The _____ City School District has conducted a summer school for the last three years. For the last two years the summer school has been conducted for a four-week period beginning on the first Monday following July 1. Thus the school district has avoided the bookkeeping involved in placing the summer school in two fiscal years.

The summer school program in 1954 was conducted in two of the district's 14 elementary school buildings. The buildings were selected so that the majority of the children attending could walk to school. School busses were used to transport those living more than a mile away.

The principals of the district are employed on eleven-month contracts. Thus it is possible to assign two of them to the administration of the summer schools without adding to the district budget. Local teachers are selected to teach in the summer school. There were twice as many applications as there were positions to be filled, making it possible to be selective and to provide a high calibre of instruction for the summer school classes. Eighteen teachers were selected to staff the two schools.

All children in the district were invited to attend. Enrollment for the summer of 1954 was approximately 600, which represented 10 per cent of the elementary school enrollment of the district. Average daily attendance was approximately 75 per cent.

Each class group engaged in a social studies unit which differed from that of the regular school year. For example, the study for the first grade was "Science and the World Around Us"; the second grade studied "People and

Services Which Come to Our Home"; the fourth grade studied "Recreation in Our Community"; and the fifth grade studied "Recreation in the United States". Work in reading, arithmetic, and music completed the school day.

A description of another program emphasizes other characteristics of a summer elementary school.

The _____ City School District has maintained a six-week summer school program since 1949.

The 1954 summer program was offered primarily for three groups of children: (1) those needing extra study and help to cover the course of study, (2) those desiring to enrich their educational experience and make the summer months more profitable, (3) those wanting to participate in a variety of wholesome recreational activities.

Over 900 children from grades two to eight were enrolled in the 1954 summer program, which extended from July 6 to August 13. This represents approximately 24 per cent of the regular elementary school enrollment. Centers were maintained at two elementary schools, and transportation was furnished children desiring to attend from other parts of the community. Twenty-four teachers and two principals, who served as directors, were employed. Classes were held from 8:30 a.m. to 12:30 p.m., with the younger children attending from 9:00 a.m. to noon.

The program consisted of reading, writing, spelling, arithmetic, science, music, arts and crafts, story telling, playground activities, swimming, and field trips. The playground and swimming activities were carried on in co-operation with the City Recreation Department and the Red Cross. The City furnished the swimming facilities and the Red Cross trained the teachers for conducting life-saving courses.

During the summer session, children made visits to the County Superior Court, a creamery, the fair grounds and the museum, the local airport, a bus depot, and the park zoo.

The majority of the programs included classes in reading. Thirteen programs indicated that classes in remedial instruction in reading were given. The following description from a unified school district illustrates the details and characteristics of a remedial type of program.

The summer program was a reading clinic, with its main purpose that of improving reading skills. Pupils in grades 2 through 8 who were average or above in general ability and who were retarded approximately one or more years in reading achievement attended. One hundred and fifty children—approximately 5 per cent of the total school enrollment—attended. One group came from 9 until 10:15 a.m. and another group came from 10:30 a.m. until noon.

The staff consisted of six teachers with assistance from the district psychologist, psychometrist, principal, and clerical help. Each teacher worked with about 15 children in a group. The teachers involved in the program came several days in advance of the opening of the school for intensive in-service education in remedial reading techniques.

From descriptions provided by these and other superintendents of schools, it appears that there are common elements among the characteristics of an effective summer school program. Among these are the following:

1. The program of activities is broad in scope so that children can pursue current interests and develop new interests.

2. The program provides experiences that help girls and boys to develop in all aspects of growth: physical, social, emotional, and intellectual.
3. The program makes wide use of community resources.
4. The staff is adequately trained.
5. There is co-operative planning with community groups and agencies whose programs are directed toward service of children and youth.
6. Satisfactory facilities are available, including those that may not be a part of the school plant, such as community swimming pool, parks, and play areas.
7. Co-operation and participation of the parents in the program.

Summer school programs are a way of lengthening the school year. They provide a step forward in realizing the year-round programs for children and youth advocated by many educators and community leaders. This is a frontier area in terms of the school's relation and service to the community. It presents many challenges to those interested in extending the services of the school to meet the needs of children and youth brought about by the changing conditions of society. Educators and community leaders should be stimulated in pushing out this frontier. Pilot programs should be set up and evaluated. As programs are developed, careful records should be kept to provide a basis for evaluation and a guide for further planning. The development of summer programs that meet the needs of children and youth provides further evidence of the way in which schools change to meet the needs of a dynamic society.

THE MOUNTAIN EMPIRE UNIFIED SCHOOL DISTRICT

A Report by THE SAN DIEGO COUNTY COMMITTEE ON SCHOOL DISTRICT ORGANIZATION

Approximately one year after the Mountain Empire Unified School District started operation, the San Diego County Committee on School District Organization scheduled a meeting at the Pine Valley Inn to hear firsthand reports on the operation of the district during its first year. This report presents the findings of the county committee in June, 1954. The following persons are members of the committee: Clay Stewart, Chairman; F. G. Barnard, Jr.; William F. Bradley; Robert C. Dent; Mrs. F. S. Jacobsen; Wilbur S. Kelly, Jr.; Harold E. Miller; Troy M. Moore; Dr. Eugene Muehleisen; Lomax Smith; and Mrs. Mary S. Starr.

—DRAYTON B. NUTTALL, Chief,
Bureau of School District Organization,
California State Department of Education

The new Mountain Empire Unified School District has worked out very well since its establishment December 9, 1952. The first step was to reorganize both the educational program and the operational procedures. In determining policy for these changes, the governing board wisely recognized that there must be close co-ordination with community thinking; therefore, there are still some variations in program and procedures in the different areas which were brought together to make up the unified district. However, these differences are tending to decrease as the various neighborhoods identify themselves with the larger community which the unified school district represents.

JUNIOR HIGH SCHOOL

One of the most important reorganizations in the educational program was the establishment of a junior high school (the first ever available in the area) at the Mountain Empire High School campus in Campo. Seventh and eighth grade pupils from all but one of the elementary schools now attend this junior high school; next year, all seventh and eighth graders will attend.

The junior high school uses the high school plant facilities and also the high school busses. Consequently, the addition of this educational service did not cause the district problems in the field of school buildings or transportation.

The junior high school has a core program for the seventh and eighth grades, while the ninth grade is completely departmentalized. All three classes, however, have a feeling of belonging together as a junior high unit, as there are many things that they do share. For

example, physical education for both boys and girls combines groups of seventh, eighth, and ninth graders. They are actually grouped on the basis of maturation rather than on the basis of grade. The three grades are also mixed in certain elective courses such as homemaking, agriculture, and music.

KINDERGARTEN

Kindergartens have been established in the area for the first time. This represents another important educational improvement resulting from unification. Three kindergartens are now in operation: one at Descanso, one at Campo, and one at Jacumba. This is something that would have been impossible under the old setup of separate districts, but unification has made it possible to finance the program over the entire new district.

Another reason such specialized services can be provided is that unification allows the district administration to utilize personnel to the fullest extent. For example, the kindergarten teacher at Descanso teaches kindergarten in the morning only. In the afternoon she teaches music in elementary school classes. Because this teacher is a music specialist, a better music program is provided than such a small school would ordinarily expect. The effects are cumulative: Some of the teachers who are released by the kindergarten teacher's music work are able to take over classes which are assigned to the teaching principal. This allows the principal to visit and help the teachers, schedule conferences, make calls on parents, work with the district co-ordinator, and meet with the district administration.

TRANSPORTATION

The State Department of Education co-operated with the district in examining its transportation needs and, in accordance with the regulations which apply to newly unified school districts, has provided the necessary school busses. As a result the district now has large busses adequate for making the longer runs without any duplication of route for either high school or junior high school groups, and small busses for making the shorter runs. Previously, the bus routes of the separate districts duplicated each other in many instances, as, for example, when the high school bus would have to pass by elementary pupils who then had to be transported by the bus of their own small district. This was expensive, inefficient, and hard on the children. The present system gives good co-ordination of busses for high school, junior high school, elementary school, and kindergarten transportation, and enables the district to get good usage of the equipment at the same time that it operates an improved maintenance program. Furthermore, there is sufficient flexibility to meet the changing demands of the district in the future.

In using the busses for transporting children of various ages, such as having junior high school and senior high school pupils riding the same bus, there has been no occurrence of the problems which at first the school people and the parents imagined might develop. In fact, there have been high school, junior high school, elementary, and kindergarten children all together on a bus run of 12 miles, without the experiencing of any untoward results. The conclusion is therefore reached that children of various ages can get along together on a school bus as well as in their homes or any other supervised situation where various age groups are together.

CO-ORDINATION AND SUPERVISION

As a newly unified school district, Mountain Empire naturally faced many problems, and for that reason felt fortunate to have had a full-time curriculum co-ordinator assigned to the area from the office of the County Superintendent of Schools. Because this co-ordinator has been assigned on a full-time basis he has also lived in the area. This has meant a great deal to the district in that there has been no loss of the co-ordinator's time because of travel. Even more important, the co-ordinator has had a chance to become a part of the community.

Co-ordination in the new unified school district has been much more effective than it was when the area comprised nine districts. The professional staffs of all the schools have been working together as one unit instead of as nine separate units. This has meant considerably less duplication of effort, for the co-ordinator as well as for the staffs, and much more mutual reinforcing of each other's work.

BUDGETS AND AUDITS

Uniform business procedures and services have been established for the entire school district. There is now one central business office for the area, and one budget. Many economies, in both time and money, are being realized. For example, last year each of the nine districts kept separate records and budgets, and each received an audit by an outside auditor. This year a single audit was all that was necessary and the auditor reported a great improvement in the total record-keeping of the area.

The office of the County Superintendent of Schools has also indicated that it has been a lot easier to deal with one instead of nine different district offices. This reduces the record-keeping at both the local and the county level, and also requires only one budget conference each year instead of nine.

NURSING SERVICE

The unified school district now has a part-time school nurse who works entirely within the Mountain Empire area. The schools use

approximately half the nurse's time and pay half of the nurse's salary for that service. In previous years many of the smaller districts were not financially able to contract for nursing service, but now each school has a share of the nurse's time. The administration hopes that, as in the case of the county office co-ordinator, the school nurse assigned to this area might also live there, the belief being that this would be a financial saving to the county and would make more of the nurse's time available to residents of the area.

PROFESSIONAL PERSONNEL

During the past several years the small elementary school districts of the area had great difficulty in recruiting teachers. Teachers know that teaching in a one-room multi-graded situation is a difficult task professionally, and that districts that maintain only one school often cannot pay good salaries. They also know that they will be employed directly by a board of trustees rather than through a school administrator, and their tenure may be determined more by local pressures than by their effectiveness in teaching. The whole situation has added up to something which would not encourage good teachers to come into the rural areas or to stay there.

This teacher recruitment and retention problem has been helped greatly by school district reorganization. As a unified school district, Mountain Empire has had no problem of retention and, in addition, it now has teachers applying for positions where before there had to be intensive recruiting. Even those teachers assigned to one-room schools have a feeling of belonging to a larger organization, with professional backing and help immediately available. Some local pressures are reduced because of this factor, and the teachers also know that if a personal situation arises in one school, it is possible for them to be transferred to another school in the district where the situation will be more satisfactory for professional work. Staff morale is much better than that which preceded reorganization.

It has also been possible for the unified school district to utilize personnel to better advantage. This is particularly true in connection with the junior and senior high schools, where many teachers have classes in both junior and senior high school. This not only gives the children the advantage of the specialized skills of the teachers but enables the teachers to spend a larger part of their time in the area in which they are most interested.

It is not uncommon nowadays to find secondary teachers being critical of the elementary school program, saying that the students entering high school come poorly prepared. Here in the unified school district the elementary and secondary teachers all belong to the same group. They meet together and work together. Everyone knows everyone else very well. It is difficult for a person in this kind of situation to put the

blame on someone he knows and has worked closely with. The result is co-operation for the benefit of children. In addition, the high school teachers also have the children in the seventh and eighth grades. Therefore, since unification there has been a very definite lessening of elementary-versus-secondary feeling so common under the old pattern of separate districts.

SCHOOL BUILDINGS

As far as buildings are concerned, the district is very fortunate. For one thing, this area has had no sudden or rapid population growth during the past several years and no such rate of growth in the near future is anticipated. The present building establishment began in 1947 when the high school district bought a large section of the old Camp Mitchell convalescent hospital from the Federal Government. This property, consisting of approximately fifty-nine acres, forty-two buildings, and a considerable quantity of furniture, equipment, and usable material, was purchased at nearly 100% discount. Naturally, all of the buildings needed some modification or remodeling for school purposes, but the high school district was able to do that without resorting to bond issues.

It was therefore possible for the unified school district to begin a junior high school program immediately by converting some buildings that had not yet been used. There are now about 134 high school and 82 junior high school students on the campus. With the present buildings being utilized to capacity, the high school could easily be expanded to handle 800 students.

Most of the elementary schools which came into the new district were adequate in size, but a program of modernization, repair, and maintenance has been carried forward so that each of the communities recognizes that its situation has improved.

ENROLLMENT

The Mountain Empire Unified School District is geographically large, covering an area of approximately 664 square miles, but the population is sparse. There is no foreseeable development that would greatly increase or concentrate the population, although growth is to be expected. Enrollment reflects this situation. Kindergarten through sixth grade enrollment in the various schools is as follows: Campo, 116; Descanso, 107; and Jacumba, 47. First through sixth grade enrollment includes Clover Flat, 34; Hipass, 6; Mount Laguna, 10; and Pine Valley, 13. (The last three are one-room schools.) Seventh and eighth grade enrollment is 82, and all pupils are housed at the high school site. Grades nine through twelve have an enrollment of 134. There are also 47 adults receiving instruction, making a total of 596 people attending school in the unified district.

PUPIL ACHIEVEMENT

This year, 1953-54, California Achievement Tests were given twice in a six-month period to check on teaching procedures. The results show that more progress was made this year in the junior high school seventh and eighth grades than these grades had ever made in previous years. In the six-month period the pupils made a twelve-month achievement! The district thinks that the teaching was good and that the physical plant contributed to the progress, but the main reason for such a startling result was the fact that the youngsters were so thrilled with the different kind of setup and therefore so eager that they just couldn't learn enough.

There are other factors which make for good student morale and pride in the school. For instance, the school band, which will nearly double in size this year, is open to seventh and eighth graders as well as the high school students.

PUBLIC RELATIONS

One of the most difficult tasks for a new unified school district is to maintain good public relations while it goes about making some major changes affecting community organization. The biggest hurdle is that of closing school plants that have been in existence for years.

Some good will was inherited in this regard from a previous effort toward district reorganization. A one-room school in the district, the Tecate school, had been closed sometime before unification became effective. The people in this community, having recognized that their children had benefited from the change, were a helpful influence when the same question came up in an adjoining district.

One other one-room school, at Potrero, is being closed. This school was overcrowded until unification occurred and the seventh and eighth grade students could be sent to the Campo junior high school. During the first year of unification Potrero sent not only these youngsters, but also its kindergarteners to the Campo campus. The citizens of Potrero were willing to let the kindergarten children go to Campo because of the obvious educational benefits they received there. It therefore became rather difficult to object to sending grades one through six on the basis of the long ride being so tiring. The result was a community meeting at which the parents voted to have the school closed and all the children transported to Campo during the remainder of the school year.

No such success has been experienced in the Hipass District because all of the children enrolled in the school are from one family; and the father objects to closing the school. Since he is at least one-third of the parents of the children attending, and does object, the law requires that Hipass be kept open. It will therefore be necessary to operate a very expensive and educationally inefficient program in that community.

In the Descanso area, where at the outset the citizens did not want their seventh and eighth grade students to attend the junior high school because of the long bus ride, there has been a reversal of opinion. This has come about for several reasons. The citizens have been impressed by the effectiveness of the junior high school program. They have seen that the children from the Jacumba area have had no problems in riding approximately the same distance that the Descanso boys and girls would have to ride. The students themselves have been an influence; they have visited the junior high school at Campo and have carried home the feeling that they are being discriminated against if they are not allowed to attend. Descanso citizens also know that in order to provide the needed expansion of their kindergarten program in the present school plant it is necessary for their seventh and eighth grades to go to the new junior high school.

SCHOOL BOARD MEMBERSHIP

During the time that there were nine districts in the area there were always vacancies on the local school boards. A check of the records reveals that during a five-year period there was always at least one of the nine boards with a vacancy which the County Superintendent of Schools was required to fill by appointing a new member. The year prior to unification it was discovered that approximately half of the school board members in the area had been appointed by the County Superintendent of Schools because there had been so many resignations. Since the district was unified there hasn't been a single vacancy on the new, elected board. From this one can see that unification has actually resulted in more local control instead of less, even though there are now seven board members instead of twenty-eight.

Originally there was a fear that each member of the new unified board would represent only the area of his residence, but that has not turned out to be the case. Instead, each member has been concerned with the educational program of the entire district. The new governing board has become the essential link between the people in the area and their schools by reflecting the major concerns and interests of the communities in the total district educational program.

CITIZENS' REACTIONS

Citizens report that after this first year of operation the new unified school district is accepted by all the communities it serves. This acceptance is not of the grudging variety; in some cases it amounts to enthusiasm. An instance is Jacumba, where there had been a majority vote against unification. Since the election there has been excellent co-operation from Jacumba citizens. They have even taken the initiative in talking to Descanso parents to tell them about the junior high school and to urge them to send their children.

Descanso itself has an organized citizens' committee which studies community needs and keeps the new governing board informed about the desires of the parents for their children's education. The committee also helps the community understand the new program available, and has recently succeeded in crystallizing opinion in favor of sending Descanso's seventh and eighth grade students to the junior high school.

In Campo the people have expressed in a very concrete way their appreciation for the unified district's solving of the local school plant problem. By making a new junior high school plant available, the unified district relieved the Campo school of having to accommodate all eight grades in one building. In turn, Campo received the pupils from the closed Tecate and Potrero schools, and also established a kindergarten.

Now that the citizens of the area have had a chance to observe the results of reorganizations, most misgivings about possible difficulties have disappeared. Instances have been cited in the areas of transporting of pupils, closing of school buildings, and elimination of the previous boards. The willingness of the local communities to make these changes and to co-operate with the new district is very encouraging. People can see that they now have a much more effective and more complete educational program than they had before reorganization took place. They have a new interest in school problems and a new pride in the system. Perhaps the most enthusiastic of all are the pupils themselves, and if the district continues to give them the best school experiences it can, there can be no doubt about its future standing with the community

DEPARTMENTAL COMMUNICATIONS

OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION

ROY E. SIMPSON, *Superintendent*

RETIREMENT OF CHARLES W. BURSCH

With the phenomenal growth of California in population and wealth has come the need and demand for better and more adequate school buildings. Charles W. Bursch, as Assistant Chief of the Division of Public School Administration, in charge of School Planning, has endeavored constantly during the last 26 years not only to raise school building standards, but also to insure educational facilities that meet the needs of youth. He has made every effort to increase the services of the State Department of Education to local school districts in their planning activities. Largely through the efforts and enthusiasm of Dr. Bursch, California has attained national recognition and leadership in the planning and construction of public school facilities that are both utilitarian and aesthetic in design.

When Dr. Bursch retires from the State Department of Education on July 1, 1955, the Department will lose a key leader in the fields of school planning and school district organization. He has been largely responsible for the recruitment and training of competent and efficient staff members in the School Planning Office and in the Bureau of School District Organization. His foresight, administrative ability, and insight into human relations have united the staff into an effective working organization.

Dr. Bursch was born at Kenoza Lake, New York. He received his elementary education in New York, Nebraska, and Kansas, and attended high school in Kansas. His undergraduate college work was taken at Kansas State Teachers College in Emporia. He holds the master's and doctor's degrees from Stanford University. Prior to his appointment as Assistant Chief of the Division of Schoolhouse Planning in 1929, Dr. Bursch had served as Superintendent of Public Schools in Englewood and in Buffalo, Kansas, and as Principal of the high school in Riley, Kansas, and in Ione, California. In 1934, Dr. Bursch was appointed Chief of the Division of Schoolhouse Planning. With the reorganization of the Department in 1947, the title of this position was changed to Assistant Division Chief, School Planning. In 1949 the Bureau of School District Organization was placed under his administration.

During his tenure as chief of School Planning, Dr. Bursch has campaigned successfully for adequate school sites, and he has seen school

sites in California go from small plots of two to four acres for elementary schools to the accepted high standards of the National Council on Schoolhouse Construction. As a result of his efforts, school districts have abandoned the practice of building classrooms with a 24-foot span and have gone to a 30-foot span. At the same time he has advocated ample natural daylight for classrooms through use of bilateral lighting. In recent years Dr. Bursch has been in the forefront of those who have recommended radiant floor heat for greater comfort, and he has led the movement for outdoor classrooms to increase the teaching space and make possible "inside-outside" classroom living. He has been a pioneer among those who demanded that classrooms should be comfortable living situations with ample space in which the pupils and teachers can work. The classroom was a laboratory for learning rather than a room devoted strictly to academic training. Above all, his desire has been to make the classroom a happy living environment.

Dr. Bursch is known to his staff as a good golfer and an ardent fisherman. He belongs to numerous professional and community organizations, including the American Association of School Administrators, the California Association of School Administrators, the California Teachers Association, Phi Delta Kappa, and the Kiwanis Club. He is past president of the National Council on Schoolhouse Construction. He is co-author with John Lyon Reid of a book entitled *So You Want to Build a School*, which is widely used for reference by school administrators, school board members, and graduate students in school administration. As a member of the national Commission on American School Buildings appointed by the American Association of School Administrators, Dr. Bursch participated in the preparation of the 1949 Yearbook of that Association, entitled *American School Buildings*. He has contributed to several of the triennial issues on "School Plant and Equipment" of the Review of Educational Research published by the American Educational Research Association, as well as to the *American School and University* yearbook. With Charles D. Gibson, of the School Planning office, he wrote a chapter on "Planning and Building Schools" for the 1951 yearbook of the California Elementary School Administrators Association.

Dr. Bursch has two sons, both of whom are in the field of public education: Charles W. Bursch II, Professor of Psychology at the University of California, Davis, and Roy Bursch, Principal of Roosevelt Junior High School, San Jose. Two schools have been named for him, one of which appears on the cover of this issue.

Dr. Bursch's resignation has been accepted with regret. His enthusiasm, imagination, and leadership will be greatly missed. All who are aware of the fine service he has rendered will welcome the announcement of his decision to continue activity, after official retirement, in the capacity of private consultant in his chosen field.

BUREAU OF TEXTBOOKS AND PUBLICATIONSIVAN R. WATERMAN, *Chief***RECENT PUBLICATIONS OF THE DEPARTMENT OF EDUCATION**

WILLIAM H. MCCREARY. *Californians at Work: Facts and Figures on the California Labor Force for School Guidance Workers.* Bulletin of the California State Department of Education, Vol. XXIV, No. 1, January, 1955. Pp. viii + 54. \$0.50.

This bulletin presents information regarding occupational groups in California in such a way that it can readily be used to help students understand the vocational opportunities open to them and how these opportunities are being altered by changes in the social and economic structure. It includes a list of the 90 occupations for men and the 40 occupations for women that afford employment to nine out of every ten persons employed in California, giving the number of persons employed, the median salary in 1949, and the rate of growth between 1940 and 1950.¹

Copies have been distributed to county and city superintendents of schools, district superintendents of high school and junior college districts, principals of day and evening secondary schools, and selected guidance personnel. The price is 50 cents per copy, plus sales tax on California orders.

What's the Next Move in Homemaking Education? Bulletin of the California State Department of Education, Vol. XXIV, No. 2, April, 1955. A Report on a Study of Attitudes Regarding Homemaking Education, Sponsored Co-operatively by the Bureau of Homemaking Education of the State Department of Education and the Department of Home Economics, University of California, Los Angeles. Prepared by Olive A. Hall, Assistant Professor of Home Economics, University of California, Los Angeles. Illustrated by Wava McCullough. Pp. x + 134. \$0.75.

This bulletin summarizes the data collected in an extensive study of the attitudes of present and former high school students, their parents, and their teachers toward the programs in homemaking education in California. Interpretations of the information gathered for the study point out ways in which the homemaking education programs in the state can be made to serve a much higher per cent of the student population than they are now serving.

Many of the evaluative comments of students and adults are quoted in the text. The statistical charts are presented in two colors and enlivened by pertinent cartoons.

The bulletin has been distributed to county, city, and district superintendents of schools, principals of secondary schools, and supervisors of homemaking education. The price is 75 cents per copy, plus sales tax on California orders.

ROBERT L. WOODWARD. *Safety Instruction in Industrial Arts Education.* Sacramento: California State Department of Education, Sacramento, 1955. Pp. viii + 60. \$0.60.

This bulletin presents essential safety instruction in the use of tools and equipment. Emphasis is given to the importance of relating safety instruction to the daily life of the student. The material in the bulletin was prepared (1) to meet the requirements of the industrial arts instructor, particularly in the smaller high school

¹ Contents of the bulletin were described in some detail in *California Schools*, XXVI (March, 1955), pp. 123-24.

districts; (2) to serve, where needed, as a basis for reorganizing existing safety programs; (3) to meet certain of the legal requirements set forth in the Education Code and Government Code of the State of California, from the standpoints of accident liability and required safety instruction; and (4) to provide a basis for carrying out the rules and regulations of the Division of Industrial Safety of the State Department of Industrial Relations. Methods of test construction are discussed, and modern tests are provided for each unit of safety instruction developed in the guide.

The author, Robert L. Woodward, is Consultant in Industrial Arts Education, California State Department of Education.

Copies of the bulletin have been distributed to city, county, and district superintendents of schools, high school principals, industrial arts instructors in secondary schools, supervisors of industrial arts, and heads of college departments of industrial arts. Copies are available from the Bureau of Textbooks and Publications at 60 cents each, plus sales tax on California orders.

A Report to the Legislature on a Study of The County School Service Fund. Prepared Under Contract with the State Department of Finance Pursuant to Item 77.5 of the Budget Act of 1953 (Statutes of 1953, Chapter 971), by the Division of Public School Administration of the California State Department of Education. Sacramento: California State Department of Education, March, 1955. Pp. xii + 224.

This report was prepared with the assistance of the several county superintendents of schools, the staff of the State Department of Finance, and a Special Advisory Committee composed of lay and professional persons. It contains the findings of the two-year study, presented under five headings: I, Background and Needs; II, Conduct of Services; III, Administrative Practices; IV, Related Problems; and V, Summary of Recommendations. A large portion of the data collected for the study is presented in summary form in 65 tables. The concluding recommendations are stated in specific terms under 17 headings which refer to the findings in each of the chapters from III to XIX.

Copies of the report have been sent to the members of the State Legislature, to county, city, and district superintendents of schools.

Financing Small Elementary Schools and Small High Schools in California.

A Report to the Legislature Made Pursuant to Senate Resolution No. 106, Dated May 29, 1953. Prepared by the Bureau of School District Organization of the Division of Public School Administration. . . . Sacramento: California State Department of Education, March, 1955. Pp. x + 52.

This study shows the effect upon the financing of small school districts of the "formulas of necessity" adopted by the Legislature in 1951 and 1952 (Education Code Sections 7037.3 and 7036.5, respectively). Changes are recommended in the formula affecting small elementary schools and a revised formula affecting small high schools is presented. It is believed that the provisions recommended in this report are more equitable than those of the original formulas and that they remove the obvious objections to the former provisions.

Copies of the report have been distributed to the members of the Legislature, to county, city, and district superintendents of schools, to principals of senior and four-year high schools in districts not employing superintendents, and to members of county committees on school district organization.

INTERPRETATIONS OF LAW

APPLICABLE TO SCHOOLS

LAURENCE D. KEARNEY, *Administrative Adviser*

[The following items are merely digests, and although care is taken to state accurately the purport of the opinions reported, the items have the limitations common to all digests. The reader is therefore urged to examine the complete text of an opinion digested and, when necessary, secure competent legal advice before taking any action based thereon.]

OPINIONS OF THE CALIFORNIA DISTRICT COURTS OF APPEAL

Extracurricular Duties of Teachers

In the circumstances related a permanent teacher may, under his contract of employment as a teacher, be required, in addition to his classroom assignments, to attend and to act in a supervisory capacity at six school football and basketball games during a school year, including games played on Saturdays, holidays, or at night. The contract of employment specified that it was subject to the laws of California, the rules of the State Board of Education, and the rules of the local governing board. The rules of the local governing board stated that "In matters of supervision teachers shall work cooperatively with special supervisors, the Principal of the school and the Assistant Superintendent in charge." The rules of the governing board did not expressly set forth any of the nonclassroom duties of the teachers, yet the teachers were "fully aware of such duties as cafeteria assignments, variety shows, club sponsors and duties at commencements, etc." The practice of the school during all of the teacher's probationary period had been to assign each of the male teachers, including the teacher appellant, to supervise six athletic contests a school year.

Although the specific nonclassroom duty was not set forth in the contract, the evidence considered in relation to Education Code Sections 2204 and 13201, which delegate certain rule-making authority to the governing board, together with Sections 16, 18, and 24 of Title 5 of the California Administrative Code, which contain regulations of the State Board of Education relating to responsibility of the principal and supervision of athletic and social activities, revealed that the assignment complained of by appellant was within the contemplation of the parties when the contract of employment was entered into.

The appellant teacher contended that the specific duties performed by the teachers at the games were unreasonable and not within the scope of their duties under the contract because the duties were (1) in the nature of police work, (2) unprofessional, (3) foreign to the field of

instruction, and (4) imposed unreasonable duties. The court held that the duties were not in the nature of police work but that the teachers were to act in a supervisory capacity only, much as they do at school assembly meetings, and even though the duties may be unpleasant to the teachers, they are expected to perform these obligations; the duties were not of an unprofessional nature, nor were the hours imposed unreasonable.

"Teachers are engaged in a professional employment. Their salaries and hours of employment are fixed with due regard to their professional status and are not fixed upon the same basis as those of day laborers. The worth of a teacher is not measured in terms of a specific sum of money per hour. . . . A teacher's duties and obligations to students and the community are not satisfied by closing the classroom door at the conclusion of a class. The direction and supervision of extracurricular activities are an important part of his duties. . . . All of this, of course, subject to the test of reasonableness. . . ."

(*McGrath v. Burkhard*, 131 A.C.A. 472.)

Death Benefits Exempt from Inheritance Tax

Death benefits payable as provided in the San Francisco retirement system and the State of California retirement systems to a beneficiary of a teacher who dies before retirement are in the nature of insurance payments, and, as such, are exempt from inheritance taxation under the provisions of Section 13724 of the Revenue and Taxation Code. Hazard and risk are involved, based on the length of the teacher's life and service. (*Estate of Richartz*, 131 A.C.A. 73.)

FOR YOUR INFORMATION

STATE BOARD OF EDUCATION ACTIONS

The following actions were taken by the State Board of Education at its regular quarterly meeting held in San Diego, April 14, 15, and 16, 1955.

Reorganization of Board

The California State Senate having confirmed three appointments of Board members made by Governor Goodwin J. Knight in 1955, the Board reorganized in accordance with Education Code Section 104 and re-elected William L. Blair as president. The new members and the terms for which they are appointed to serve are as follows:

WILLIAM N. BUCKNAM, Ceres, succeeding Joseph Loeb, for term ending January 15, 1959

DR. MABEL E. KINNEY, Los Angeles, succeeding Mrs. E. T. Hale, for term ending January 15, 1958

WILLIAM G. WERNER, Alameda, succeeding Gilbert H. Jertberg, for term ending January 15, 1959

Adoption of Textbooks in History and Geography

The Board adopted textbooks and teacher's manuals in history and geography for use in grades five through eight, for a period not less than six years nor more than eight years, commencing July 1, 1956:

GRADE FIVE

Basic Textbook in History and Geography

Exploring Our Country, by O. Stuart Hamer, Dwight W. Follett, Ben F. Ahlschwede, and Herbert H. Gross, published by Follett Publishing Company (1953)

Accompanying teacher's manual

Supplementary Textbook in History—for distribution on the basis of one book for each three pupils

America's Own Story, by Vanza Devereaux, published by Harr Wagner Publishing Company (1954)

Supplementary Textbook in Geography—for distribution on the basis of one book for each three pupils

Neighbors in the United States, by J. Russell Smith and Frank E. Sorenson, published by The John C. Winston Company (1954)

Accompanying teacher's manual

Supplementary Book on American Heroes and Holidays—for distribution on the basis of one book for each two pupils

Great Names in American History, by John G. Gilmartin and Anna M. Skehan, published by Laidlaw Brothers (1954)

GRADE SIX

Basic Textbook in History

Living in Latin America, by Leversia L. Powers and Genevieve Bowen, published by The John C. Winston Company (1952)

Accompanying teacher's manual

Basic Textbook in Geography

Neighbors in Latin America and Canada, by Norman Carls, Frank E. Sorenson, and Margery D. Howarth, published by The John C. Winston Company (1951)

Accompanying teacher's manual

Supplementary Textbook in History and Geography—for distribution on the basis of one book for each three pupils

Our Friend and Neighbor, Canada, by Marion V. Remington, published by Lyons and Carnahan (1951)

Supplementary Booklet—for distribution on the basis of one book for each five pupils

Simon Bolivar, by Clara Ingram Judson, published by Row, Peterson and Company (1953)

GRADE SEVEN

Basic Textbook in History

World Ways, by Lewis Paul Todd and Kenneth S. Cooper, published by Silver Burdett Company (1954)

Basic Textbook in Geography

Neighbors Across the Seas, by Norman Carls and Frank E. Sorenson, published by The John C. Winston Company (1954)

Accompanying teacher's manual

Supplementary Booklets

The following booklets of the REAL PEOPLE series, published by Row, Peterson and Company—for distribution on the basis of one booklet for each five pupils

Alexander the Great, by Josephine Blackstock (1951)

Alfred the Great, by Eloise Lownsbury (1951)

Ikhnaton of Egypt: The Pharaoh Men Remember, by Enid LaMonte Meadowcroft (1951)

Caesar Augustus, by Jay Williams (1951)

Charlemagne, by Eleanore M. Jewett (1951)

Marco Polo, by Ruth Cromer Weir (1951)

Joan of Arc, by Anne Emery (1951)

Leonardo da Vinci, by Elizabeth L. Crandall (1951)

Queen Elizabeth, by Jeannette Covert Nolan (1951)

Prince Henry: The Navigator, by Jeannette Covert Nolan (1951)

Johann Gutenberg, by Elwyn A. Smith (1951)

Akbar of India, by Cornelia Spencer (1951)

Peter the Great, by Elizabeth Seeger (1953)

Frederick the Great, by Margaret Leighton (1953)

Captain James Cook, by Armstrong Sperry (1953)

James Watt, by Jeannette Covert Nolan (1953)

Lafayette, by Carol Ryrie Brink (1953)

Benjamin Disraeli, by Elizabeth L. Crandall (1953)

David Livingstone, by Elizabeth Yates (1953)

Sun Yat-Sen, by Clara Ingram Judson (1953)

Florence Nightingale, by Rebecca Caudill (1953)

Marconi, by Joseph Cottler (1953)

Roald Amundsen, by Jeannette Covert Nolan (1953)

GRADE EIGHT

Basic Textbook in History

America: Land of Freedom, by Gertrude Hartman, published by D. C. Heath and Company (1955)

Accompanying teacher's manual

Supplementary Textbooks in History—for distribution on the basis of one book for each four pupils

The Story of American Democracy, by Mabel B. Casner and Ralph H. Gabriel, published by Harcourt, Brace and Company (1955)

New Ways in the New World, by Lewis Paul Todd and Kenneth S. Cooper, published by Silver Burdett Company (1954)

Appointment of Associate Superintendent of Public Instruction

The Board, on nomination by Superintendent of Public Instruction Roy E. Simpson, reappointed Frank M. Wright as Associate Superintendent of Public Instruction for a four-year term ending July 11, 1959.

Appointment of State College Presidents

Acting in accordance with Education Code Section 20371, the Board approved the reappointments by Director of Education Roy E. Simpson of the following persons as presidents of the state colleges indicated, for the term July 1, 1955 to June 30, 1956:

Julian A. McPhee.....	California State Polytechnic College
Glenn E. Kendall.....	Chico State College
Arnold E. Joyal.....	Fresno State College
Cornelius H. Siemens.....	Humboldt State College, Arcata
P. Victor Peterson.....	Long Beach State College
Howard S. McDonald.....	Los Angeles State College of Applied Arts and Sciences
Guy A. West.....	Sacramento State College
Malcolm A. Love.....	San Diego State College
J. Paul Leonard.....	San Francisco State College
John T. Wahlquist.....	San Jose State College

Approval of Proposals for School District Organization

In accordance with the provisions of Chapter 16 of Division 2 of the Education Code (Sections 4871 to 4991) and the recommendations of the Division of Public School Administration, the Board approved the following proposals:

Formation of a union elementary school district in Sonoma County—A proposal by the augmented Sonoma County Committee on School District Organization that an election be held in the Canfield, Eucalyptus, Gold Ridge, and Mount Vernon elementary school districts to determine whether the voters in these districts wish to form a union elementary district of these three existing districts

Annexation of an elementary school district to a union elementary school district in Sonoma County—A proposal by the Sonoma County Committee on School District Organization, augmented by the governing boards of the Sotoyome Elementary School District and the Windsor Union Elementary School District, that an election be held to determine whether the voters in these districts wish the Sotoyome district to be annexed to the Windsor union district

Formation of a union elementary school district in Sonoma County—A proposal by the augmented Sonoma County Committee on School District Organization that an election be held in the Cinnabar, Marin, and Wilson elementary school districts to determine whether the voters in these districts wish to form a union elementary school district in these three existing districts

Formation of a union elementary school district in Madera County—A proposal by the augmented Madera County Committee on School District Organization that an election be held in Alamo and Ashview elementary school districts to determine whether the voters in these two districts wish to form a union elementary school district composed of the two existing districts

Formation of a unified school district in Los Angeles County—A proposal by the augmented Los Angeles County Committee on School District Organization that an election be held in the Bellflower City Elementary School District, now part of the Excelsior Union High School District, to determine whether the voters of the district wish to form a unified school district

In consideration of the survey and recommendation by the Superintendent of Public Instruction presented in accordance with the provisions of Chapter 13 of Division 2 of the Education Code (Sections 4231 to 4381, inclusive, and particularly Section 4234 thereof), the Board approved the following:

A Request for permission to hold an election to form a junior college district in Los Angeles County—A proposal by the governing board of the Excelsior Union High School District that an election be held in that district to determine whether the voters of the district wish to form a junior college district

Revocation of Credentials for Public School Service

The Board revoked the credentials, life diplomas, and other documents for public school service heretofore issued to the following persons, effective on the dates indicated:

Name	Revocation effective	By authority of Education Code Section
Cannon, Jack Pruitt	December 10, 1954	12754
Davis, John Albert	April 16, 1955	12756
Erskine, Samuel Odiorne	April 16, 1955	12752
Francis, Marion David	April 16, 1955	12756
Garner, James Ernest	April 16, 1955	12756
Griffith, William Irving	April 16, 1955	12756
King, Robin Gay	April 16, 1955	12755
Lavine, Theodore Owen	April 16, 1955	12756
Lewis, Wesley Lloyd	March 20, 1955	12754
Like, Ira W.	March 28, 1955	12754
Menkee, Claude Eugene	March 21, 1955	12754
Norris, Dorothy MacBride, <i>alias</i> Dorothy Shallenberg	April 16, 1955	12755
Pappas, Louis Peter	February 1, 1955	12754
Serna, Elizabeth Eleanor	April 16, 1955	12755
Terrazas, Hector Hernando	December 29, 1954	12754
Watkins, Phillip Chandler	February 14, 1955	12754

Termination of Suspension of Credentials

The conviction of Marion Price Rigby under Education Code Section 12756 having been reversed on December 9, 1954, and the charges against him having been dismissed, the Board terminated its order which

suspended, as of July 29, 1954, each credential, life diploma, and certification document theretofore issued to Mr. Rigby, with the result that said credentials were therefore restored to full force and effect on April 16, 1955.

Changes in Rules and Regulations

Delegation of Authority. The Board added to Subchapter 1 of Chapter 1 of Title 5 of the California Administrative Code Article 4.1, consisting of Section 36, as a procedural regulation relating to the termination of the suspension of certification documents of persons convicted of sex offenses upon reversal of the conviction, acquittal in a new trial, or dismissal of charges, to read as follows (effective April 22, 1955):

Article 4.1. Termination of Suspension of Credentials Pursuant to
Education Code Section 12756

36. *Delegation of Authority.* The Secretary and Executive Officer of the State Board of Education is authorized and empowered to terminate, pursuant to Education Code Section 12756, and in the name of, and on behalf of, the State Board of Education, any suspension of the credentials, life diplomas, and certification documents held by a person who has been convicted of a sex offense as defined in Education Code Section 12756 whenever such conviction is reversed and such person is acquitted of the offense in a new trial or the charges against him are dismissed.

Applications for Credentials and Life Diplomas. The Board amended Section 201 of Title 5, California Administrative Code, by changing subsections (a), (b), and (k) thereof; amended Sections 201.1 and 202; renumbered Section 201.2 as Section 201.8; and added Sections 201.3, 201.4, and 201.5, relating to applications for credentials and life diplomas authorizing public school service, to read as follows (effective May 22, 1955):

[201] (a) *Methods of Securing a Credential.* A qualified applicant may secure a credential by either of the following methods:

(1) Upon the recommendation of a California teacher education institution accredited by the State Board of Education to offer the training, and to make the recommendation, for the credential. Application shall be made as provided in subsection (b) (8).

(2) Upon the application to the Commission on Credentials as provided in subsection (b) (1) through (7).

(b) *Filing of Application.* (1) Except as otherwise permitted or required by subsections (2) through (8) hereof, an application for a credential shall be delivered in person or mailed to the Commission of Credentials, State Department of Education, State Education Building, 721 Capitol Avenue, Sacramento 14, California, or to the office of the county superintendent of schools of the county in which the applicant is employed.

(2) An application for an initial provisional credential shall be delivered in person or mailed to the county superintendent of schools of the county in which the applicant desires to teach.

(3) An application for a special secondary vocational credential in trade and industrial and public service education under Articles 30, 32, 33, 38, 50, 51, or 52 or in trade technical subjects related to trade and industrial occupations

under Article 31 shall be delivered in person or mailed either to the Supervisor of Trade and Industrial Teaching Training, 131 Education Building, University of California, Los Angeles, or to the Supervisor of Trade and Industrial Teacher Training, 120 Haviland Hall, University of California, Berkeley.

(4) An application for an initial Special Secondary Credential in Vocational Agriculture or an initial Special Secondary Limited Credential in Agriculture shall be delivered in person or mailed to the Bureau of Agricultural Education, State Education Building, 721 Capitol Avenue, Sacramento 14, California.

(5) An application for a Special Secondary Vocational Credential in Business Subjects (other than Typewriting, Shorthand, and Bookkeeping) for Part-Time Teaching Service to be used for teaching distributive occupational subjects in classes organized under the State Plan for Vocational Education, Distributive Education Section, and an application for a Special Limited Credential in Vocational Business Education shall be delivered in person or mailed to the Bureau of Business Education, State Education Building, Sacramento 14, California.

(6) An application for the Special Secondary Limited Credential in Industrial Arts Education shall be delivered in person or mailed to a California teacher education institution approved by the State Board of Education to give the training required for the industrial arts credential.

(7) An application for a life diploma shall be submitted as provided in Section 203.

(8) An application for a credential to be granted upon the recommendation of an accredited California teacher education institution shall be delivered in person or mailed to the California teacher education institution through which the work for the credential was completed.

(k) *Citizenship.* Each application for a credential, except an application for an exchange teacher credential, shall be accompanied with verification showing that the applicant meets the citizenship requirements established by the State Labor Code.

Each applicant subject to citizenship requirements shall be a citizen of the United States or shall present evidence in the form of original documents or certified copies thereof verifying that he has declared his intention to become a citizen of the United States, in which event he may be granted a credential valid to a date not later than the end of the six months period following the date when he is first eligible to apply for final papers of citizenship.

201.1. *Delivery of Credentials to a County Superintendent of Schools.* When a credential is issued by the Commission of Credentials on an application filed through the office of a county superintendent of schools, the commission shall transmit the credential, together with the transcript and other materials submitted by the applicant which are not retained by the commission, to the county superintendent of schools for delivery to the applicant. The commission shall notify the applicant of its action.

[Section 201.2 of said title is renumbered as Section 201.8.]

201.3. *Date of Filing of Application.* An application shall be deemed filed on the date it is delivered in person as required by Section 201(b) of this title, or if it mailed, it shall be deemed filed on the postmarked date appearing on the envelope in which it is mailed, provided that postage is prepaid and the envelope is properly addressed to the applicable agency as specified in Section 201(b).

201.4. *Date of Issuance of Credentials.* (a) When all academic requirements for a credential are met by the date an application therefor is filed as determined by Section 201.3 hereof, the credential shall be dated as of the date the application therefor was filed, and such date shall be deemed to be the date of issuance.

(b) When all academic requirements for a credential are not met by the date an application for a credential is filed, the credential shall be dated as of the date

on which such academic requirements shall have been completed, and such date shall be deemed to be the date of issuance.

201.5. *Expiration Date of a Credential.* Except as otherwise provided in subsection (j) of Section 201 and subsection (e) of Section 202, the expiration date of a regular credential issued on or after December 1 of any year shall be November 30 of the last year of the maximum period of years for which a credential may be issued or renewed as fixed by regulations of the State Board of Education.

[202] (f) A credential may be renewed at any time after January 1 of the year in which it is to expire, except as otherwise provided by the Education Code or by the State Board of Education regulations, provided all renewal requirements are completed, evidence of such completion is submitted, and the application for renewal is filed before midnight of the expiration date of the credential to be renewed.

Special Secondary Vocational Class B Credential in Trade Technical Subjects Related to Trade and Industrial Occupations. The Board repealed Article 31 of Subchapter 2 of Chapter 1 of Title 5, California Administrative Code, and added a new Article 31, consisting of Sections 366, 367, and 368, relating to the special secondary vocational Class B credential in trade technical subjects related to trade and industrial occupations, to read as follows (effective May 22, 1955):

Article 31. Special Secondary Vocational Class B Credential in Trade Technical Subjects Related to Trade and Industrial Occupations

366. *Application.* An applicant for the special secondary vocational Class B credential in trade technical subjects related to trade and industrial occupations shall submit the application through the Division of Vocational Education of the University of California, Berkeley, or the University of California, Los Angeles, and shall otherwise comply with the procedure prescribed for application (Section 201) and shall have completed a program including the following minimum requirements:

(a) Graduation in engineering from a college or university of recognized merit or registration as a professional engineer in the State of California.

(b) Three years of satisfactory engineering or industrial experience.

(c) Twenty-eight semester hours of course work offered by the University of California, Division of Vocational Education, in the vocational teacher education curriculum for the preparation of trade and industrial and public service teachers. The course work shall be distributed as follows:

Subject	Semester hours
(1) Occupational analysis	2
(2) Techniques of vocational instruction	2
(3) Organization and management of instruction	2
(4) Audio-visual education	2
(5) Construction of vocational curricula	2
(6) Occupational tests and measurements	2
(7) Principles and practices of vocational education	2
(8) Vocational guidance	2
(9) Civic and employment relations	2
(10) Secondary education	2
(11) Observation and directed teaching	2
(12) Other courses as may be approved by the Supervisors of Trade and Industrial Teacher Training of the University of California, Berkeley, or University of California, Los Angeles	6

(d) *Postponement of Requirements.* A credential valid for one year may be issued to an applicant who has not completed (c) above, provided:

(1) A definite vacancy exists for which there is no applicant available who holds the credential or who has met the requirements for this credential and has had his application approved for entry into the teacher education program.

(2) A request for the granting of a credential is made to the Commission of Credentials by the employing authority stating intention to employ the applicant.

(e) *Applicant Who Enters the Teacher Education Program Prior to Requesting a Credential.* An applicant who has satisfied the requirements under (a) and (b) above may request approval of the Division of Vocational Education of the University of California, Berkeley, or the University of California, Los Angeles, for entry into the vocational teacher education program for the preparation of trade and industrial and public service teachers. Each such applicant shall comply with the following:

(1) He shall enroll in the prescribed teacher education curriculum within three years of the date of approval to enter teacher education.

(2) During each three-year period following the approval of his entry into the program, he shall complete a minimum of six semester hours of the course work specified in items (1) through (11) of subsection (c) of this section.

(3) Upon the completion of the teacher education curriculum, the applicant may request that the issuance of the credential be withheld, in which event the application will be considered in full force and effect, provided: That at the date of request for issuance of the credential, the applicant meets the then current credential requirements as required of all applicants for the credential, including passing the required physical examination.

367. *Authorization for Service.* The special secondary vocational Class B credential in trade technical subjects related to trade and industrial occupations authorizes the holder to teach in high schools and junior colleges as trade technical institute courses the subjects listed in the credential (including trade classes if the applicant meets the requirements of Article 30) under the provisions of the California Plan for Trade and Industrial Education and to teach in junior colleges engineering subjects as listed in the credential for which the applicant has had satisfactory training and experience.

368. *Term.* The special secondary vocational Class B credential in trade technical subjects related to trade and industrial occupations may be issued and renewed as follows:

(a) When issued to an applicant who has completed all of the minimum requirements set forth in subsections (a), (b), and (c) of Section 366, it shall be issued for a term of two years and may be renewed for five-year periods in accordance with the provisions of Section 202.

(b) When issued to an applicant who has fulfilled the requirements of subsections (a) and (b) of Section 366 and who has completed the course work specified in items (1) through (11) of subsection (c) of Section 366, the credential may be renewed for a period of two years in accordance with Section 202. If during that two-year period the applicant completes the work specified in item (12) of that subsection, the credential may be renewed for five-year periods in accordance with the provisions of Section 202.

(c) When the credential is issued to an applicant on the basis of a postponement of requirements, the credential may be issued for one year and may be renewed for one-year periods provided that the applicant completes during the one-year period preceding the date of each renewal a minimum of six semester hours of the courses described in subsection (c) of Section 366. Upon the completion of the work prescribed in items (1) through (11) of subsection (c) of Section 366, the applicant may be granted a two-year renewal. If during that two-year period the applicant completes the work specified in item (12) of that subsection, the credential may be renewed for five-year periods in accordance with the provisions of Section 202.

School Bus Driver's Qualifications and Responsibilities. The Board amended Section 1079 of Title 5, California Administrative Code, by changing subsections (a) (2) and (b) thereof, amended Section 1079.2 by changing subsections (c) (1) and (d) thereof, and amended Section 1081, relating to school bus driver's qualifications, to read as follows (effective May 22, 1955):

[1079] (a) (2) Has been convicted within the three years next preceding the applicant's application for such certificate of any violation of the Vehicle Code involving hit-and-run driving (Vehicle Code Section 480), drunk driving, or reckless driving, or whose driving privilege is or has been suspended or revoked by the Department of Motor Vehicles for a cause involving the safe operation of a motor vehicle, or who has been placed on probation as a negligent operator by the Department of Motor Vehicles,

(b) The Department of Motor Vehicles may deny a school bus driver's certificate to any applicant who:

(1) Has been convicted of any crime enumerated in Section 12755 of the Education Code, except where the denial is mandatory under subsection (a) of this section,

(2) Has committed any act involving moral turpitude,

(3) Has been convicted of any felony not specified in this section,

(4) Has been involved within the two years next preceding the applicant's application as a driver in any accident causing death or personal injury or serious damage to property,

(5) Has been involved within the year preceding the applicant's application in three or more accidents within a period of 12 consecutive months,

(6) Has been determined to be a reckless or incompetent driver, or

(7) Has committed any act which authorizes dismissal as provided under Section 1080 of these regulations.

Such certificate shall be issued only if the application has been reviewed and approved by a committee of three members, one appointed by each of the following: Superintendent of Public Instruction, Commissioner of the California Highway Patrol, Director of the Department of Motor Vehicles. The member of the committee appointed by the Superintendent of Public Instruction shall be chairman of the committee.

[1079.2] (c) (1) Is convicted of any violation of the Vehicle Code involving hit-and-run driving (Vehicle Code Section 480), drunk driving, or reckless driving, or is found by the Department of Motor Vehicles to be a negligent operator as defined under Section 271.2,

(d) The Department of Motor Vehicles may suspend for any period of time, or may revoke, the school bus driver's certificate of any holder for any cause, whether existing before or after issuance of the certificate, which would have warranted the denial of an application for a school bus driver's certificate.

1081. *First Aid Training.* Every school bus driver shall possess a valid first aid certificate issued by either the American Red Cross or the United States Bureau of Mines, within 60 days after the issuance to him of his school bus driver's certificate; otherwise such school bus driver's certificate shall become void, and the certificate may be withdrawn, until the required first aid certificate has been obtained. The period of time herein fixed for the securing of the required first aid certificate may be extended by the California Highway Patrol for a period not to exceed 30 days when it appears that facilities for the obtaining of such first aid certificate are not reasonably available.

SPECIAL OPPORTUNITIES FOR SCHOOL PERSONNEL IN CALIFORNIA SUMMER SESSIONS, 1955 (Continued)

A list of 310 special features to be offered in college and university summer sessions in 1955 which may hold special interest for school personnel was included in *California School* for May, 1955 (pages 237 to 276). Announcements of the following features have been received since the May issue went to press.

COLLEGE OF THE HOLY NAMES

2036 Webster Street, Oakland 12

Regular Summer Session: June 20 to July 29, 1955

Sister M. Rose Emmanuella, Dean

June 20 to July 29—OBSERVATION AND PARTICIPATION IN PIANO WORKSHOP FOR CHILDREN (1 unit). For students enrolled in Master Class in Piano. Group activities, creative projects, technique of tone production and touch development, memory procedures, and recital preparation. Tuition for adults or children, \$30. 311

June 30 to August 29—CULTURAL TOUR OF SOUTHERN EUROPE—"Education Through Enjoyment, with College Credit." Tour featuring Spain, the French Pyrenees, Portugal, Mallorca, and Tangiers, with a leader who is familiar with the culture, history, and languages of these Latin European countries. Cost of tour, \$1,395. 312

WEST COAST NATURE SCHOOL

San Jose State College, San Jose

Tuition: \$15 for each six-day session

Gertrude Witherspoon Cavins, Registrar and Secretary

June 19 to July 9—Nineteenth Annual WEST COAST NATURE SCHOOL (3 sessions, 1 week each, 2 quarter units per session).

June 19 to 25—Sequoia National Park

June 26 to July 2—Fallen Leaf Lake

July 3 to July 9—Cambria Pines

Each session is held in a region of general interest to students of nature, where headquarters is established from which field trips start each morning under leadership of a staff member. Throughout the week the groups rotate in such a manner that each student takes one day's trip with each staff member, gaining familiarity with the geology and physiography of the region, its trees and shrubs, wild flowers, birds, mammals, reptiles, and insects. The ten staff members are present, or former, members of the San Jose State College faculty. Accommodations vary with locality, from camping in free government camp ground to lodge rooms with American Plan meals. Details furnished upon request. For information and reservations address Dr. Cavins. 313

PROFESSIONAL LITERATURE

PUBLICATIONS RECEIVED

African Languages and English in Education. A Report of a Meeting of Experts on the Use in Education of African Languages in Relation to English, Where English Is the Accepted Second Language, held at Jos, Nigeria, November, 1952. Educational Studies and Documents, No. 2. Paris, France: United Nations Educational, Scientific and Cultural Organization, Education Clearing House, 1953. Pp. 92.

BEAN, C. E. W. *Here, My Son: An Account of the Independent and other Corporate Boys' Schools of Australia.* Sydney, Australia: Angus and Robertson, 1950. Pp. xiv + 257.

CECCARINI, FRANCES, and DUTTON, WILBUR H. *Making Instructional Aids and Independent Seat Work in Arithmetic.* West Los Angeles 25, California: Published by the Authors (Wilbur H. Dutton, Box 25342), February, 1955. Pp. vi + 74. \$1.75.

A Design for Improving Early Secondary Education in New York State. Suggestions to Schools and Their Communities for Improving Education Programs in Grades 7, 8 and 9. Albany, N. Y.: The University of the State of New York, The State Education Department, 1954. Pp. x + 118.

DONAHUE, WILMA. *Education for Later Maturity: A Handbook.* Compiled under the Auspices of The Adult Education Association of the United States of America. New York 16: Whiteside, Inc., and William Morrow and Co., Inc. (425 Fourth Ave.), 1955. Pp. xiv + 338.

DURKIN, HELEN E. *Group Therapy for Mothers of Disturbed Children.* American Lecture Series, No. 236: A Monograph in American Lectures in Psychology, edited by Molly Harrower. Springfield, Ill.: Charles C. Thomas (301-327 East Lawrence Ave.), 1954. Pp. xiv + 126.

Educating the Children of Los Angeles County: A Course of Study for Elementary Schools. Prepared by the Staff of the Division of Elementary Education with the co-operation of other divisions, Office of Los Angeles County Superintendent of Schools. Adopted January 3, 1955, by Los Angeles County Board of Education. Los Angeles 12: Office of County Superintendent of Schools, C. C. Trillingham, Superintendent, 1955. Pp. xxviii + 432.

Education for Community Development: A Selected Bibliography. Education Studies and Documents, No. 7. Paris, France: Education Clearing House, United Nations Educational, Scientific and Cultural Organization, 1954. Pp. 50.

A Father Looks at Progressive Education. Reprint of an article by Gladwin Hill in *The Atlantic Monthly*, December, 1954. Washington 6: National School Public Relations Association (1201 Sixteenth St., N.W.), 1954. \$0.25.*

The First NAEB TV Production Workshop for Educational Television. An Account of Its Lectures, Demonstrations, Procedures, and Projects. Edited by Edward Stasheff. Urbana, Ill.: National Association of Educational Broadcasters, 1954. Pp. 88 + xxiv.

GLUECK, SHELDON, and GLUECK, ELEANOR. *Delinquents in the Making: Paths to Prevention.* New York 16: Harper and Bros. (49 East 33rd St.), 1952. Pp. viii + 214.

Guidance for Today's Children. Thirty-third Yearbook. Bulletin of the Department of Elementary School Principals, N.E.A., Vol. XXXIV, No. 1. Washing-

* Discounts on orders in quantity.

- ton 6: Department of Elementary School Principals, National Education Association of the United States (1201 Sixteenth St., N.W.), 1954. Pp. x + 278.
- Guidance in the Curriculum.* 1955 Yearbook of the Association for Supervision and Curriculum Development. Washington 6: Association for Supervision and Curriculum Development, a Department of the National Education Association, 1955. Pp. xiv + 232.
- HARRIS, RICHARD E. *Delinquency in Our Democracy.* A Study of Teen-age Behavior Among Negroes, Mexicans, Puerto Ricans, Japanese, Chinese, Filipino and American Indians in Los Angeles; San Antonio; Gary, Indiana; Cleveland; Memphis; New York; Chester, Pennsylvania. Los Angeles: Wetzel Publishing Co., Inc., 1954. Pp. 160.
- High Schools and Employers: Some Recommendations for Improvement of Relationships Between Education and Business.* Public Relations Advisory Panel Bulletin No. 3. San Francisco 2: California Teachers Association (693 Sutter St.), March 10, 1955. Pp. ii + 13 (mimeographed).
- HOLME, GEOFFREY. *The Children's Art Book.* London, England: The Studio Publishers, 1954. Pp. 94.
- Implementing Programs of General Education For Teachers.* Prepared by the Committee on Studies and Standards, American Association of Colleges for Teacher Education, Study Series No. 1. Oneonta, N. Y.: American Association of Colleges for Teacher Education, 1953. Pp. 60.
- Life Adjustment Education in Action: A Symposium.* Edited by Franklin R. Zerán. New York: Chartwell House, Inc., 1953. Pp. vi + 541.
- MALMAN, MARVIN. *Juvenile Delinquency in America: A Study of Its Origin and Increase.* New York 16: Exposition Press (386 Fourth Ave.), 1954. Pp. 56.
- MATTHAEI, ROSE. *Career as Medical Technologist.* B'nai B'rith Occupational Brief Series. Washington 9: B'nai B'rith Vocational Service Bureau (1761 R St., N.W.), 1954. Pp. 8. \$0.20.
- Mental Health in Modern Education.* The Fifty-fourth Yearbook of the National Society for the Study of Education, Part II. Prepared by the Yearbook Committee, Paul A. Witty, Chairman. Edited by Nelson B. Henry. Chicago 37: The National Society for the Study of Education (5835 Kimbark Avenue), 1955. Pp. xii + 398 + lxxiv.
- Modern Philosophies and Education.* Fifty-fourth Yearbook of the National Society for the Study of Education, Part I. Prepared by the Yearbook Committee, John S. Brubacher, Chairman. Edited by Nelson B. Henry. Chicago 37, Ill.: The National Society for the Study of Education (5835 Kimbark Ave.), 1955. Pp. x + 374 + vi.
- MURRAY, RUTH LOVELL. *Dance in Elementary Education: A Program for Boys and Girls.* New York 16: Harper and Bros. (49 East 33rd St.), 1953. Pp. xvi + 342.
- Needed Research in Teacher Education.* Prepared by the Joint Committee of the American Association of Colleges for Teacher Education and the American Educational Research Association. AACTE Study Series No. 2. Oneonta, New York: American Association of Colleges for Teacher Education, 1954. Pp. 62.
- Partners for Health.* New York 1, N. Y.: Health Career Publications (National Health Council and Equitable Life Assurance Society of the United States, Box 1400), March 10, 1955. Pp. 40.
- PHIPPS, LLOYD J. *Successful Practices in Adult Farmer Education.* Danville, Ill.: Interstate Printer and Publishers, 1954. Pp. 328.
- Planning for College in New York State.* Prepared by Kenneth T. Doran, Associate in Higher Education, Office of the Assistant Commissioner for Higher Education, The State Education Department. Albany: The University of the State of New York Press, 1954. Pp. 64.

DIRECTORY OF THE CALIFORNIA STATE DEPARTMENT OF EDUCATION

STATE BOARD OF EDUCATION

	Term Expires January 15
William L. Blair, <i>President</i> , Pasadena	1956
Byron H. Atkinson, Glendale	1957
Dr. Mabel E. Kinney, Los Angeles	1958
William N. Bucknam, Ceres	1959
Thomas J. Mellon, San Francisco	1958
Max Osslo, San Diego	1957
James Mussatti, Palo Alto	1958
Wilber D. Simons, Redding	1956
Mrs. Margaret H. Strong, Stanford	1956
William G. Werner, Alameda	1959

Roy E. Simpson, Secretary and Executive Officer

STAFF

(Unless otherwise indicated, all staff members may be reached at the State Education Building, 721 Capitol Avenue, Sacramento 14)

SUPERINTENDENT OF PUBLIC INSTRUCTION

Roy E. Simpson, *Superintendent of Public Instruction and Director of Education*

Margaret Rauch, *Administrative Assistant*

Laurence D. Kearney, *Administrative Adviser*

Donald W. Parks, *Field Representative*

Mrs. Jane Hood, *Assistant to the Superintendent*, 807 State Building, Los Angeles 12

George H. Hogan, *Deputy Superintendent; Chief, Division of Departmental Administration*

Herbert R. Stolz, M.D., *Deputy Superintendent; Chief, Division of Special Schools and Services*, 515 Van Ness Avenue, San Francisco 2

Jay Davis Conner, *Associate Superintendent; Chief, Division of Instruction*

J. Burton Vasche, *Associate Superintendent; Chief, Division of State Colleges and Teacher Education*

Frank M. Wright, *Associate Superintendent; Chief, Division of Public School Administration*

ADMINISTRATIVE SERVICES, Bureau of, Marion B. Sloss, *Chief*

ADULT EDUCATION, Bureau of, George C. Mann, *Chief*

AGRICULTURAL EDUCATION, Bureau of, Byron J. McMahon, *Chief*

AUDIO-VISUAL EDUCATION, Bureau of, Francis W. Noel, *Chief*

BLIND, FIELD REHABILITATION SERVICES FOR THE, Bernece McCrary, *Supervising Field Worker*, 515 Van Ness Avenue, San Francisco 2

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